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Follow-up to the outcome of the Millennium Summit

Mandating and delivering: analysis and recommendations to facilitate the review of mandates

Report of the Secretary-General

Summary

In September 2005 at the World Summit, global leaders resolved to "strengthen and update the programme of work of the United Nations so that it responds to the contemporary requirements of Member States". To that end, they instructed the General Assembly and other relevant organs to "review all mandates older than five years originating from resolutions of the General Assembly and other organs", and requested me to facilitate this with analysis and recommendations. The present report responds to that request, and aims to provide Member States with an analytical framework for their review of the Organization's current mandates.

Legislative mandates express the will of Member States and are the means through which they grant authority and responsibility to the Secretary-General to implement their requests. For the purposes of this report, a mandate has been defined as a request or a direction for action by the United Nations Secretariat or other implementing entities in the system, which originates in a resolution of the General Assembly or one of the other organs.

In response to requests from several Member States, the Secretariat has compiled an electronic inventory of mandates originating from the resolutions of the General Assembly, the Economic and Social Council, and the Security Council.[1]

[1] Since the membership has indicated a wish to examine opportunities for programmatic shifts, information has been gathered only on active mandates. As a consequence, mandates of the Trusteeship Council have not been included.

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This inventory, which is presented as a searchable online registry, will give Member States access to information on the Organization's active and potentially active mandates that are older than five years, and the resolutions from which they derive, in a convenient way.[2]

The mandate-generation cycle through which mandates are adopted, funded and implemented, and then considered for continuation, change or elimination, should be re-examined. In order to conduct a proper and fully comprehensive review, Member States must be able to serve as better custodians of their mandates. The current system has not sufficiently allowed an intergovernmental organ, once it has adopted a resolution, to analyse the effectiveness of its mandates and how they contribute to the overall priorities of the Organization as a basis for subsequent decision-making. This critical gap has contributed to, or exacerbated, the following problems, which are common to issue areas, departments and entities throughout the Organization:

Burdensome reporting requirements

The single greatest symptom of the lack of a coherent system for evaluating mandates and their effectiveness is the uncoordinated and burdensome mass of reports requested from the Secretariat. The quantity of the reports obscures their quality and impact, overwhelming the Member States and overburdening the Secretariat. Because information is not often provided on the overall picture of the Organization's work in an area, it is difficult through those reports to judge the effectiveness of mandates in meeting the Organization's objectives.

Overlap between and within organs

Year after year, the General Assembly, the Economic and Social Council and the Security Council continue to adopt new mandates on the same issues, sometimes even under more than one agenda item in the same organ, usually without introducing new ideas or approaches. While some overlap of mandates from different organs is inevitable and different perspectives desirable, the existence of many interrelated mandates is generally confusing, redundant and wasteful.

An unwieldy and duplicative architecture for implementation

The proliferation of mandates has in some cases led to overlapping, uncoordinated and inconsistent architecture for implementing mandates, in which the whole may be less than the sum of the parts. Little guidance is provided on what to do with older mandates that address the same issues, which therefore linger on over the years.

Gap between mandates and resources

A fundamental and recurring challenge has been the adoption, year after year, of hundreds of mandates which must be implemented within resource constraints that do not keep pace. Member States confer additional responsibilities with neither corresponding funds nor guidance on how resources should be reallocated. This gap leads to real costs for the Organization and the people it serves.

* * *

[2] The registry identifies those mandates that have been renewed in the past five years and also includes those mandates issued since September 2000 for reference purposes so that the membership may see the totality of mandates.

Some of these problems might be addressed if the system were strengthened to improve Member States custodianship of their mandates. More strategic interaction through better reporting to Member States on the state of mandates would not only unburden the Secretariat but also — importantly — would enable Member States to ascertain whether their mandates are being effectively implemented and whether they contribute to the overall goals and priorities of the Organization. This more transparent system would allow Member States, when considering the adoption or renewal of mandates, to make informed and deliberate decisions about the direction in which they want the Organization to go. Such a system would require the development and more strategic use of three tools:

(a) Reports and documentation requirements. Reporting should be improved and consolidated to provide timely, concise and clear information in a way that meets the needs of the Member States and in a manner that does not overburden the Secretariat.

(b) Mandate monitoring and evaluation. The principal organ from which a mandate originates should have information on the effectiveness of its mandates and an understanding of how they fit into the overall programme of work of the Organization, in order to make decisions about future mandates. Evaluative information is crucial for this purpose and it must be strengthened.

(c) Legislative decisions and resolutions. Member States should provide strategic direction and objectives when adopting resolutions and, for fuller accountability, the Secretary-General should determine which entity or department is the most competent to lead implementation efforts.

To ensure that information is provided in a strategic manner that meets the true demand for knowledge about the work of the United Nations, a set of core policy reports on each of the Organization's priority areas could be prepared to provide a full picture of all the activities in each thematic area. When a draft resolution is being considered, the Secretariat could provide, in addition to estimates of budget implications, information about the proposed mandates that the resolution contains. This information could include (a) the status of implementation, and evaluation of the effectiveness of previous mandates that address the same issue; (b) an explanation of how the proposed mandate will complement or supplement existing structures, conferences, reports and activities; and (c) indications of how the mandate might serve the overall goals of the Organization.

In addition, the online registry of mandates could be used by Member States as a simple monitoring tool to inform them of the basic status of the implementation of their mandates, as has been requested by several delegations. I will further support Member States in their efforts to rationalize mandates in various issue areas by providing analysis and possible options for consideration. Member States may wish to initiate a process to consider more fully which intergovernmental organ should be the primary forum for consideration of certain items, and ways to improve coordination between the principal organs.

The aforementioned problems and issues play out in different ways for each of the Organization's programme priorities and for the United Nations research and training institutes:

A. Maintenance of international peace and security

The increasing complexity of conflicts and the interconnectedness of security and development issues have lead to overlaps between the organs on this set of issues, so that both reporting and architecture need to be updated. The new Peacebuilding Commission may help to harmonize strategies and establish a clearer division of labour on peacebuilding activities. Reports on situations that are no longer crisis-driven could be less frequent, and reports to different organs on the same issue could be consolidated. To ensure effective and timely responses, efforts should be made to ensure that mandated requirements are matched with adequate resources.

B. Promotion of sustained growth and sustainable development

The Economic and Social Council, building on the reaffirmation of its central role in the World Summit Outcome, should better review, guide and monitor the work of the subsidiary machinery. Given the peculiarities of each issue area, from trade and finance to sustainable development and human settlements, Member States could review mandates using the analytical framework, and the support of the various networks, created in the context of the Executive Committee on Economic and Social Affairs. Reporting requirements should be streamlined to better serve the follow-up to the Millennium Declaration. Resources dedicated to development should be more predictable, and so managed as to ensure that high-priority activities are covered.

C. Development of Africa

The adoption in 2002 of the New Partnership for Africa's Development (NEPAD) has allowed different approaches to development in Africa to coalesce around a specifically Africa-defined and Africa-driven approach. It may now be appropriate to review all pre-NEPAD mandates in order to streamline them in the context of NEPAD and to ensure full support to the priorities identified by the African Union.

D. Promotion of human rights

The resolution establishing the new Human Rights Council calls for a streamlining of the various mandates. This offers Member States an opportunity to take immediate action to improve reporting requirements in this area, which are particularly important as they are one of the primary means through which human rights are monitored, and Member States are held accountable for the fulfilment of treaty obligations.

E. Effective coordination of humanitarian assistance

The scale and magnitude of recent emergencies and disasters clearly demonstrate the need for a timely and coordinated humanitarian response. While some overlap in mandates among implementing entities exists, the main concern here is that the principal organs often approach humanitarian assistance in a fragmented manner, which can result in implementation gaps. Addressing those gaps is necessary to ensure that emergency needs are met.

F. Promotion of justice and international law

Mandates in this area have expanded greatly in scope and intricacy, either because of the expanded jurisdiction of United Nations organs, and of other entities serviced by the Office of Legal Affairs, or because the spectrum of legal issues to be dealt with has increased in response to the demands of transitional justice work. This has stretched the capacity of the Office to respond effectively and efficiently to the needs of Member States. Taking some steps to provide information to Member States in a more efficient manner may better serve the goals and priorities of the United Nations in this area.

G. Disarmament

Consultations and resolutions on disarmament have not always produced the intended results. Similarly, extensive deliberations and reporting sometimes have rather limited additional value in this area, owing to the sensitivity of the issues involved. It might make sense to adopt fewer resolutions of a general nature, unconnected to any immediate situation. On issues such as missiles, where Member States are deadlocked on points of substance, different ways to conduct deliberations and studies should be considered.

H. Drug control, crime prevention and combating international terrorism

Over the past 10 years, the activities of the United Nations in the fields of drug control, transnational crime prevention and combating terrorism have grown considerably. It is important that any unnecessary overlaps or duplications be identified so that their resources can be shifted to the many important aspects of work in the field that are currently under-resourced. In addition, Member States should explore further the idea of one commission to deal with both drugs and crime issues, as well as ways to better coordinate the actions of the three counter-terrorism subsidiary bodies of the Security Council.

I. Gender equality and empowerment of women

Gender issues deserve the same consideration of other cross-cutting priorities in the work of the Organization. Overlapping mandates for reports on gender could be examined and, most importantly, an overall assessment and evaluation of the institutional resources across the system is needed to strengthen the United Nations work in the area of gender equality and gender mainstreaming.

J. Research and training institutes

The various United Nations training and research institutes have evolved in an ad hoc manner. Strengthened coordination, an accountability system and the establishment of a common policy on these institutes would streamline decision-making, and ensure relevance of research to policy. Consolidating these institutes into one United Nations educational research and training system would make it possible to articulate a unifying vision and an overarching set of strategic directions for them, and thereby help to maximize their collective contribution to the United Nations system.

* * *

Some of the problems identified in this report can be addressed quite quickly by Member States, while others will require extended consideration. Thus, I recommend that Member States consider dividing their review of mandates into two distinct phases. The first phase could be devoted to examining mandates in those areas where the problems have been clearly identified and a solution can be reached in the coming months. The second phase would include consideration of groups of mandates which require new processes and guidelines for coming to agreement over a period of time.

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I. Introduction

1. In September 2005, world leaders set in motion a potentially historic process by resolving to "strengthen and update the programme of work of the United Nations so that it responds to the contemporary requirements of Member States". To that end, they called on States Members of the United Nations to "review all mandates older than five years originating from resolutions of the General Assembly and other organs".[1] To facilitate that review, they asked the Secretary-General to provide analysis and recommendations. The present report provides a framework for consideration by the Member States, and the initial tools to undertake this exercise. It does not contain the full range of analyses of the Organization's work that can be made. To build on this initial analysis, the Secretariat stands ready to provide additional proposals at a later stage.[2]

2. The review process touches the very core of the Organization. The adoption of many layers of mandates over the 60 years of the existence of the United Nations has resulted in the operational structure and programmes that we see today. Many of those structures have not changed, despite new priorities. This makes such a review essential, if the effectiveness of the United Nations is to be maintained. The need to review the work of the Organization periodically was recognized as early as 1954.

3. In that year — only nine years into the Organization's existence — Secretary-General Dag Hammarskjöld understood the importance of "reassessing, in consultation and agreement with the organs concerned, the role which the Secretariat can most appropriately and constructively play in furthering the objectives of the Charter and [...] of reappraising the nature and scope of the activities it can most usefully undertake".[3] Pursuant to decisions of the General Assembly at its eighth session, Hammarskjöld saw it as his duty to "offer advice and express opinion" on the work of the Organization.

4. Dag Hammarskjöld came to three key conclusions: first, that the Secretariat's contribution to the work of the United Nations was most effective and enduring when their activities strengthened and supplemented each other; second, that "the very nature of the responsibilities that must be assumed by the Secretary-General and his senior staff imposes a limit on the volume of the tasks that can be handled effectively"; and, third, that "certain Governments, after a certain point, find it difficult to cope with the mass of documentation and other information provided by the Organization". As a result, he believed that responsible intergovernmental organs must make a choice between urgent and less urgent mandates.

5. Over 50 years later, Dag Hammarskjöld's observations are more valid than ever. The current process gives us a new opportunity to match the aspirations for our Organization with the practical constraints we face, so that it can respond to the challenges that confront us today. It is not an easy task.

[1] See resolution 60/1, para. 163 (b).

[2] The present report and the companion registry of mandates are the product of collaborative efforts by the implementing entities of the Secretariat and other parts of the larger United Nations family. This process has given these entities an invaluable opportunity to reflect upon the mandates they implement and to make suggestions for future improvements.

[3] See the introduction to the ninth annual report of the Secretary-General to the Member States on the work of the United Nations for the period 1 July 1953-30 June 1954 (A/2663).

6. There are numerous difficulties which stem from the magnitude of the exercise and the lack of adequate information on every mandate on which to base a full review. Strategic information on the effectiveness of the mandates that permits us to judge how they contribute to the overall goals of the Organization will become indispensable as we move to revitalize the United Nations, making it truly accountable to its members and ensuring that it fulfils its commitments to people around the world.

7. The exercise will in many ways be mutually reinforcing with other processes under way, including the management reform efforts, the review of governance and oversight, the examination of system-wide coherence, and the revitalization of the General Assembly itself. Management reform and improved oversight can help the Secretariat to implement mandates better, and hold it accountable for doing so. Similarly, the study and recommendations on system-wide coherence will chart a path towards a more effective delivery mechanism for the United Nations system as a whole. Decisions by Member States on revitalization of the General Assembly will affect the Assembly's agenda and thus also the resolutions falling under different agenda items, and the mandates that they comport. In other words, the revitalization exercise will provide a strong base on which Member States can conduct the mandate review.

8. As the review proceeds, the Secretariat will support the process, in appropriate ways, with the same spirit of collaboration, to help to adapt the Organization to contemporary priorities. Member States thus have a unique opportunity to strengthen and focus our Organization. This is an opportunity that they should seize.

II. Inventory of mandates

9. Legislative mandates express the will of the Member States and are the means through which the membership grants authority and responsibility to the Secretary-General to implement its requests.[4] The resolutions adopted from year to year by each of the principal organs are the primary source of mandates. Mandates are both conceptual and specific; they can articulate newly developed international norms, provide strategic policy direction on substantive and administrative issues, or request specific conferences, activities, operations and reports.

10. For this reason, mandates are not easily defined or quantifiable; a concrete legal definition of a mandate does not exist. Resolutions often signify directives for action by employing words such as "requests", "calls upon", or "encourages", but an assessment to distinguish the level of legal obligation arising from the use of these different words has yielded no definitive answers. Such ambiguity in resolutions may be deliberate — to make it easier for Member States to reach decisions. But since the membership has indicated a wish to use its review of mandates to examine opportunities for programmatic shifts, it is both necessary and desirable to identify a working definition of the unit of analysis and delineate the scope of the exercise.

11. Guided by the 2005 World Summit Outcome and subsequent discussions in the plenary, I have defined a mandate as a request or a direction, for action by the

[4] While some mandates request action by specific Member States, groups of Member States, or the international community, this exercise focuses on those mandates that are addressed to the Secretariat and the other parts of the United Nations system.

United Nations Secretariat or other implementing entities, that derives from a resolution of the General Assembly or one of the other relevant organs.

12. To facilitate the review and as a companion piece to this report, the Secretariat has compiled an electronic registry of mandates originating from the resolutions of the General Assembly, the Security Council and the Economic and Social Council.[5] The registry of mandates, along with accompanying guidance for users, is accessible at www.un.org/mandatereview.

13. The registry, which responds to requests from several Member States, is a searchable online inventory, and will give all delegations convenient access to information on all the Organization's active mandates and resolutions. It has the potential to improve communication and engagement between the membership and the Secretariat, as well as helping the principal organs manage their agenda. The inventory enables delegations to analyse mandates in a number of ways including by issue area, organ and date of adoption, type of activity requested, geographic scope and implementing entity. As agreed by the membership during consultations on the review of mandates, the issue areas that are used for this analysis are those identified in the Organization's programme priorities.[6]

14. The inventory currently contains only those mandates that are active or potentially active, because the review is being undertaken in order to "strengthen and update" the Organization, and not as a historical or archival record. A mandate has been considered active or potentially active if it meets at least one of three criteria: (a) at least one United Nations department or entity has indicated that the mandate is currently being implemented; (b) it receives an allocation in the budget;[7] (c) it has appeared on an agenda of one or more of the principal organs from September 2000 to September 2005.[8] A distribution of the active mandates by principal organ is provided in figure 1. The inventory includes mandates beyond those referred to in this report. Various sensitive issues have been discussed by the Member States during their consultations. Details of those mandates, like all others, are available in the electronic database.

[5] The Trusteeship Council currently has no active mandates. Furthermore, mandates stemming from legal instruments other than resolutions, such as decisions, plans of action or conventions, are not included in the inventory because of time constraints, but may be added on an ongoing basis at the request of Member States.

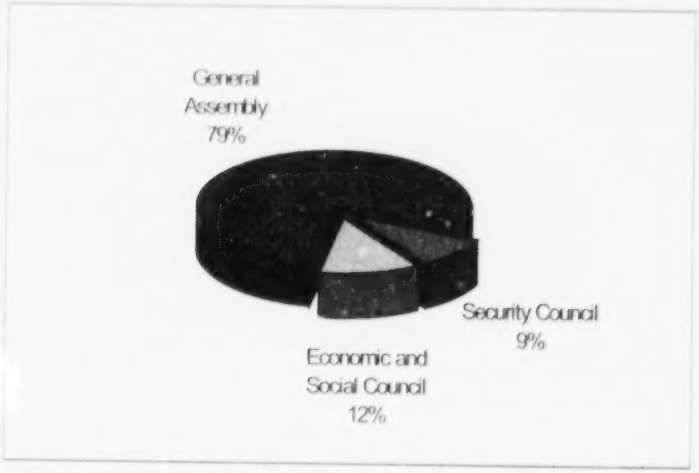
[6] These are identified in the biennial programme plan and priorities for the period 2006-2007 (A/59/6/Rev.1), are the basis for the organization of the General Assembly's agenda, and correspond to the programme priorities identified in section IV.

[7] This includes those legislative mandates listed in the biennial programme plan and priorities for the period 2006-2007, as well as documents on the peacekeeping budget.

[8] The annotated agendas for the General Assembly and Economic and Social Council were used for mandates from those organs during the past five years. In the absence of an annotated agenda for the Security Council, the report of the Security Council to the General Assembly for the past five years was used.

Figure I

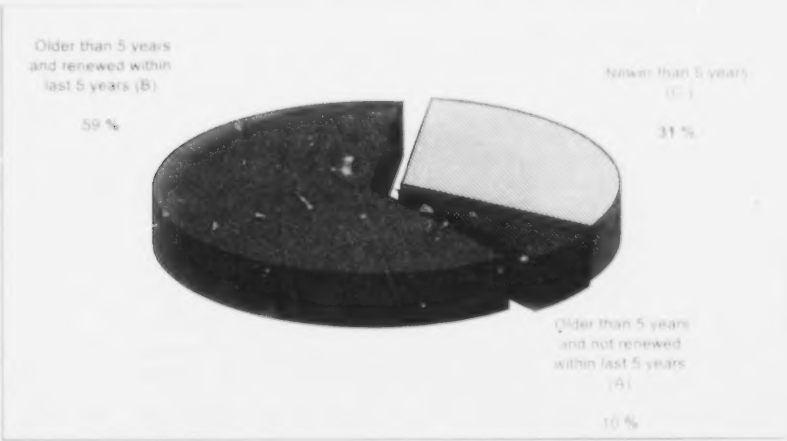
Distribution of active mandates by principal organ*



* This distribution reflects the data in the mandate registry, which is a work in progress.

15. The Summit Outcome also requests that the review be undertaken of mandates "older than five years". Owing to inconclusive consultations in the General Assembly over the past few months on how to interpret this phrase, the inventory includes (a) mandates originally adopted more than five years ago which have not been renewed within the past five years and (b) mandates originally adopted more than five years ago which have been renewed within the past five years in subsequent resolutions. It also includes, for reference, (c) mandates adopted within the past five years, so that the membership may see the totality of mandates, including those that may fall outside the scope of the review. In the registry, mandates are identified as falling in one of the three categories. The distribution of mandates between the three categories is illustrated in figure 2.

Figure 2
Distribution of renewed and non-renewed active mandates*


Older than 5 years and renewed within last 5 years (B)
59 %
Newer than 5 years (C)
31 %
Older than 5 years and not renewed within last 5 years (A)
10 %

* This distribution reflects the data in the mandate registry, which is a work in progress.

III. Key challenges

16. In the course of preparing this analysis it has become apparent that, if Member States are to conduct a proper and fully comprehensive review, they will need the tools and information to enable them to serve as better custodians of their mandates, and to analyse the effectiveness of those mandates and how they contribute to the achievement of the overall priorities of the Organization. The mandate-generation cycle, by which mandates are adopted, funded and implemented, and then considered for continuation, change or elimination, should be re-examined. Currently the system does not sufficiently allow an intergovernmental organ, once it has adopted a resolution, to analyse the effectiveness of the mandate within the broader picture of the Organization's work as a basis for subsequent decisions about it. There are gaps in the cycle, and responsibility for each part of the follow-up is not clearly defined. Sometimes, decisions to change programmatic mandates and priorities are assigned to bodies that may not be appropriately empowered to do so.

17. For the renewal of current mandates or the adoption of future ones, the system should be significantly strengthened to ensure that the intergovernmental body from which a mandate originated has clear, transparent and timely information about its effectiveness. This includes knowing whether and how effectively the mandate was implemented, how well its outcomes contributed to the overall objectives of the Organization, what further actions or resources are needed, and whether the need for the mandate may have decreased. Importantly, it also includes making use of that information. Indeed, during informal consultations on the review of mandates, many delegations made it clear that, to conduct this exercise, they wished to have better information on the status of implementation of each of their mandates and whether

mandated activities were effectively serving their intended purpose. However, concise, regular and transparent information of this nature is not adequately available and used for making decisions.[9]

18. Such a critical gap has contributed to or exacerbated the following problems, which are common to issue areas and departments across the Organization:

Burdensome reporting requirements

19. The single greatest symptom of the lack of a coherent system for evaluating mandates and their effectiveness is the uncoordinated and burdensome mass of reports requested from the Secretariat. About one in every three mandates is a request for a report, making this the mandated activity that is most frequently contained in resolutions. In 2005 alone, almost 1,200 reports and policy documents were provided to the Member States. In addition, the Secretariat is required to provide hundreds of detailed briefings, often for deliberations on the same issue in different intergovernmental bodies. The volume of information to be read and processed also burdens Member States. Many reports are requested in the context of a specific resolution, rather than providing a horizontal view on the work of the Organization. Sometimes the request for a report reflects a political compromise rather than a genuine need for information to illuminate a certain area. Often requests may result in reports that are redundant, and mandates for recurring reports are not updated to reflect changing conditions or requirements.

20. This excessive descriptive and analytical output has created several problems. First, the quality of the reports suffers and their content gets lost in the proliferation of papers. Second, staff and resources are devoted to producing, translating and processing many reports rather than focusing on ensuring better-quality ones. Furthermore, it overburdens delegations, especially the smaller ones which are less able to sort through and process such an immense volume of information from the Secretariat, with the result that many reports are left unread. Lastly, because Member States often do not receive the overall picture of the Organization's work in an area, it is difficult to judge the effectiveness of the mandates in meeting the Organization's objectives. This in turn makes effective governance more difficult, and impedes strategic consideration of substantive issues.

Overlap between and within principal organs

21. The Charter delineates the different responsibilities of the principal organs. However, over the years and in response to more complex challenges and emerging developments around the world, the division of labour in the realities on the ground has become less clear. As I pointed out in my report entitled "In larger freedom: towards development, security and human rights for all" (A/59/2005), poverty and the denial of human rights can contribute to instability, violence and crime, while war and conflict can set back development. With such linkages between issues, overlap between the organs is inevitable, and different perspectives are desirable. However, in most cases, inadequate coordination and the adoption of many related mandates by different organs — or indeed by the same organ — can be confusing, redundant and wasteful.

[9] The report on management reform, entitled "Investing in the United Nations: for a stronger Organization worldwide" (A/60/692), indicated that performance evaluation must be resourced and strengthened, as it has been mandated in several resolutions.

22. Year after year, new mandates continue to be adopted in the General Assembly, the Economic and Social Council and the Security Council, sometimes even under different agenda items in the same organ, on issues that have already been addressed in previous resolutions, usually without introducing new ideas or approaches. Without clearer directives from the principal organs, many parts of the Secretariat and the United Nations system carry out multiple activities on a single issue area without those activities reinforcing one another.

An unwieldy and duplicative architecture for implementation

23. Despite the many successes of the United Nations, the proliferation of resolutions adopted has led to an architecture for implementing mandates in priority areas that is in some cases overlapping, uncoordinated and inconsistent, in which the whole may be less than the sum of its parts. New structures are continually mandated, with little guidance on what to do with older mandates addressing the same issues, which therefore linger on through the years. Mandates that create entities, mechanisms, or forums have been followed by newer ones on the same subject or overridden by newer bodies, when their functions should have been consolidated, phased out or changed. In some areas, duplication of work is also caused by mandates stemming from subsidiary bodies and the governing boards of funds and programmes.

Gap between mandates and resources

24. One of the primary successes of the United Nations, attested by study after study, has been its ability to carry out many field-based activities with far fewer resources than individual Governments would need to produce the same result. But this cost-effectiveness has been achieved despite the fact that the Organization has often been prevented from realizing its full capacity.

25. A fundamental and recurring challenge, particularly for the Secretariat, has been the adoption of hundreds of mandates, year after year, whose implementation must be done within resource constraints that do not keep pace. Member States confer additional responsibilities on top of current activities, but provide neither corresponding funds nor guidance as to how existing resources should be reallocated. This gap leads to real costs for the Organization and the people it serves. The credibility of the United Nations depends on its ability to fully deliver on the commitments it makes.

26. For my part, I have sought, and will continue to seek, the most efficient and effective way to implement all the mandates that Member States have adopted. The management reforms I have proposed will, if adopted, help greatly in this task. But Member States must also do their part. They should eliminate, or at least significantly narrow, the gap between mandates and funding, by taking into account existing mandates and architecture; ensuring that mandates reflect contemporary needs and strategic priorities; building a system to regularly review and consolidate older mandates that no longer respond to Member State priorities; and providing sufficient and timely resources.

A way forward

27. Some of these problems might be addressed if the system were strengthened to improve Member States' custodianship of their mandates through the use of better

tools and interaction with the Secretariat. Strategic interaction between the Member States and the Secretariat would enable Member States to ascertain whether mandates are effectively implemented and how they contribute to the overall goals and priorities of the Organization. This would make possible a more transparent system, in which Member States, when considering the adoption or renewal of future mandates, could make informed and deliberate decisions about the direction in which they want the Organization to go.

28. An effective process — one in which an intergovernmental body issues directives, tracks implementation, takes necessary follow-up action, and decides on additional mandates — requires the development and more strategic use of three tools:

(a) *Reports and documentation requirements*. Reporting should be improved and consolidated to provide timely, concise and clear information in a way that meets the needs of the Member States and in a manner that does not overburden the Secretariat.

(b) *Mandate monitoring and evaluation*. The principal organ from which a mandate originated should have information on its effectiveness and an understanding of how it fits into the overall programme of work of the Organization, in order to make decisions about future mandates. Evaluative information is crucial for this purpose: it must be strengthened.

(c) *Legislative decisions and resolutions*. When adopting resolutions, Member States should provide strategic direction and objectives and, for fuller accountability, the Secretary-General should determine which entity or department is the most competent to lead implementation efforts.

Towards a rationalized documentation architecture

29. The problem of an excessive number of reports and documents is not new. Indeed, in my report entitled "Strengthening of the United Nations: an agenda for further change" (A/57/387 and Corr.1) I made proposals for reducing it, and some progress was achieved. More needs to be done, however. It is now more vital than ever to ensure that the Secretariat provides information in a strategic and creative manner that meets the true demand for knowledge about the work of the United Nations. On this issue, I would like to build on proposals contained in the report entitled "Investing in the United Nations: for a stronger Organization worldwide" (A/60/692), with the following suggestions:

30. In addition to the comprehensive annual report that includes financial and programme information, proposed in that report, there could be consolidated analytical reports on core areas of work and major policy issues, instead of separate reports on individual agenda items. A set of core policy reports on each of the Organization's priority areas could be prepared biannually. More concise supplementary reports on country or regional situations or on specific issues could be provided as necessary, or in response to specific requests. Issues relating to the work of United Nations agencies or programmes outside the Secretariat could be simply referred to in those core policy reports and remitted to the appropriate documentation from those agencies. This would provide more strategic and broad-based information to Member States on the major issues of the day within thematic

areas, while helping to reduce the volume of documents prepared and processed by the Organization and to improve the quality of its work.

31. A large share of documentation comes from Member States, reporting on their fulfilment of their treaty obligations. This produces a larger volume of information to be considered and places an enormous burden on translation services. Firm page limits should be set for national submissions and communications, and where submissions exceed these limits, they should be returned with a request to bring them within the mandated lengths. Furthermore, subsidiary bodies, especially the subsidiary machinery of the Economic and Social Council, should provide reports in a standard format for ease of reading and finding information. Member States may wish to reconsider for how many meetings they wish the Secretariat to provide verbatim records. One suggestion is that verbatim records should be provided only for plenary meetings of the Security Council, the general debate in the General Assembly, high-level and special meetings, and meetings at which resolutions and decisions are considered. For other meetings, summary records could be provided. The Secretariat may make further suggestions on these issues in due course.

Improved mandate implementation through strategic evaluation

32. In considering their review of mandates, Member States have enquired about the availability of information necessary for conducting the review. They have indicated that receiving a list of mandates, while useful for viewing the totality of what they have requested, does not by itself provide a sufficient basis for deciding whether a mandate should be continued, whether it has outlived its usefulness, or whether it should be strengthened, changed or consolidated.

33. As I have already pointed out in the management reform report "Investing in the United Nations", good management by the Secretariat will depend on effective governance by the Member States. This requires that the principal organs have a clear and complete picture of what the United Nations does, particularly when they consider adopting or renewing a resolution, whether the newly mandated programme will complement and build on the existing programmes and activities under way, and how it can contribute to the overall goals of the Organization. The current process, which does not allow the intergovernmental organs to follow at all easily how their mandates are implemented, or to understand the strategic picture, makes it more likely that they will adopt duplicative resolutions. The information they need should be built into the cycle of mandate adoption, implementation and renewal. This would enable Member States, as custodians of mandates, to exercise better oversight of their implementation.

34. The ability of the Secretariat to deliver strategic and comprehensive monitoring and evaluative information on mandated programmes will depend on the resources provided, and on the interface with Member States. Despite several resolutions in which the General Assembly requested evaluation,[10] the effectiveness of such tools has been severely limited by lack of resources. In the biennium 2004-2005, not more than 0.35 per cent of the regular budget was applied to monitoring and evaluation, compared to the standard of at least 2 to 3 per cent in other large organizations.

[10] See resolutions 37/234, 48/218 B, 53/207, 58/269 and 59/275, inter alia, in which the General Assembly requested a strengthened evaluation capacity.

35. This has resulted in evaluations of limited scope and depth, and too few of them. As I mentioned in my report on management reform, such information is not sufficiently available even to the technical committees charged with tackling the details of performance and budgeting. The programme performance report of the Office of Internal Oversight Services, issued at the end of each biennium, gives some indication of how mandates have been implemented, but its analyses are not rigorously validated by an independent and objective evaluative process. Furthermore, the information currently available is not sufficiently analytical to allow Member States to make decisions about how effective the mandates were in meeting objectives and whether to renew, continue, eliminate or change them. The reforms proposed in "Investing in the United Nations: for a stronger Organization worldwide", if acted upon, will go a long way to improving both implementation and transparency.

36. While the budgeting process allows low-priority and obsolete activities to be identified for discontinuance, by means of the regulations and rules governing programme planning, the budget, and monitoring and evaluation,[11] and some changes in programme support, that process has not resulted in adequate availability and use of information and analysis of the overall effectiveness of mandated programmes. A thorough review of mandates, followed by strategic decisions based on their effectiveness and on Member State priorities, must necessarily be carried out by those who have the authority to strengthen, eliminate, change or renew existing mandates. As most Member States have indicated, those decisions cannot be made by technical committees, but only by the intergovernmental organs from which the mandates originated.

37. For those organs to review and make strategic decisions on their mandates, I propose that the Secretariat provide information about the proposed mandates contained in a draft resolution, in the same way that it provides budget implications during consideration of a draft resolution. This information could include (a) the status of implementation and evaluation of outcomes of previous mandates that address the same issue; (b) how the proposed mandate will complement or supplement existing structures, conferences, reports and activities; and (c) how the mandate might serve the overall goals of the Organization.

38. One useful outcome from the preparation of this analysis has been the development of the online registry of mandates, which will enable Member States to locate, view and compare the mandates they have adopted. As a first step, Member States could also use the registry as a simple monitoring tool to inform themselves of the basic status of the implementation of their mandates, as has been requested by several delegations. To facilitate this, I will ask my programme managers to indicate in the registry on a regular basis whether a mandate has been implemented or is currently being implemented. Since the online registry has already been developed as a companion to this report, this extra step will involve few additional costs beyond regular maintenance, updates and expansion if requested. The registry is at least a starting point for the provision of information on mandates to Member States, and could later be integrated with other management information systems.

[11] These regulations and rules are laid out in Secretary-General's bulletin ST/SGB/2000/8 of 19 April 2000, on the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation.

39. Further, the problem of inadequate provision of rigorous and regular evaluation of performance and outcomes has been raised for several years. I hope that with a renewed emphasis on making this Organization more effective, the Member States will take early and decisive action on any recommendations to strengthen evaluation functions, including those that may be proposed in the comprehensive review of governance and evaluation of oversight.

Establishing strategic direction for mandates

40. To ensure proper fulfilment of their directives Member States should, when adopting resolutions, consider specifying clear objectives that they wish a mandate to achieve.

41. In recent years, Member States have in some cases begun to specify which entity should be responsible for implementing a given mandate or, in other cases, indicate that "all relevant entities" should implement a mandate. This has contributed to the unwieldy architecture and unclear division of labour between the various entities and departments. To ensure greater accountability and improve coordination of implementation, the Secretary-General should determine which entity or department is the most competent to be the lead agency for implementing the mandate. This could help to reduce overlap, and ensure that Member States' priorities are implemented by the department with the appropriate capacity and competence.

42. To address the current problem, I will further support Member States in their efforts to rationalize mandates in various issue areas, by providing analysis and possible options for consideration. These suggestions will also be submitted for the consideration of the High-level Panel on System-wide Coherence, which I have recently established in response to the invitation in the Summit Outcome to "launch work to further strengthen the management and coordination of United Nations operational activities."[12] At a later stage, the Secretariat must also be ready to facilitate a review of mandates emanating from subsidiary organs, should Member States decide to further expand the mandate review exercise.

43. Finally, Member States may wish to better coordinate their consideration of resolutions in different organs, to reduce, where possible, the risk of inconsistency and overlap in the mandates they adopt. They may wish to initiate a process to consider more fully which intergovernmental organ should be the primary forum for the consideration of certain items, and ways to improve coordination between the principal organs on those issues that are of concern to all organs. In the first instance, this should involve coordinating and consolidating consideration of resolutions on similar issues within the same organ, though attention should also be given to reconciling consideration of resolutions with subsidiary organs, and with other principal organs. A few areas where this problem arises are highlighted in this report.

44. These are only the first steps to improving the mandate generation cycle. They will be complemented by the comprehensive review of governance, by the efforts under way to revitalize the General Assembly and to enhance the role of the Economic and Social Council, and by decisions to provide Member States with

[12] See resolution 60/1, para. 169.

better tools for exercising their governance responsibilities, giving strategic guidance on the work of the Organization, and interacting with the Secretariat.

IV. Analysis by programme priorities

A. Maintenance of international peace and security

45. The Charter of the United Nations was signed with the specific purpose of seeking to save succeeding generations from the scourge of war. Throughout its history, the United Nations has had to confront new and ever-changing threats to international peace and security. Despite their efforts, the founders of the United Nations could not fully anticipate the range and complexity of the challenges that have arisen and evolved. The task of the United Nations is tremendous. Today, the mandates emanating from the competent principal organs range from the provision of good offices to operational prevention, peacekeeping, peacebuilding and enforcement. Mandates have resulted in the current deployment of more than 70,000 uniformed personnel and some 15,000 civilian staff in 15 peacekeeping operations, in addition to some 30 special political missions around the globe.

46. The Charter charges the Security Council with "primary responsibility for the maintenance of international peace and security". The Economic and Social Council also considers issues such as post-conflict reconstruction in specific situations in Africa. The General Assembly, which under the Charter may discuss any issue, also considers a number of items in this area. The principal organs have in turn established a number of subsidiary organs, which have also contributed mandates in areas such as peacekeeping and decolonization.

47. This emerging overlap between organs has at times led to bureaucratic tension. However, the recent establishment of the Peacebuilding Commission has great potential to harmonize strategies and establish a clearer division of labour for the peacebuilding activities of the United Nations system.

48. Despite the politically sensitive issues in the area of peace and security, I believe that there is room for updating and strengthening the work of the Organization.

Reporting requirements

49. Section II of this report examined reporting and documentation issues. But some specific challenges posed by reporting requirements in the area of peace and security are worth noting here.

50. As issues move from crisis-driven to more stable situations, and States make the transition from conflict to peace, it is no longer necessary to make such frequent reports. Therefore, I suggest that some of the reports requested by the Security Council be issued on a half-yearly rather than a quarterly basis. One example of a situation that could be handled in this way is Guinea-Bissau. Others, such as the report on the item "Zone of peace and cooperation in the South Atlantic", should be

issued only when there is something new to bring to the attention of Member States.[13]

51. Occasionally, more than one organ will ask for the preparation of reports on different aspects of the same issue. For example, reports on the status of women, including with regard to international peace and security, are prepared under separate mandates from the General Assembly, the Economic and Social Council and the Security Council, as examined in detail later in this report. Consolidating those partial reports into a single comprehensive report that would cover as many aspects of the issue as possible would give Member States a more complete picture and enable all organs concerned to take more effective action. If Member States agree, the Secretariat can begin providing such consolidated issue reports in 2006.

Overlap between and within organs

52. Historically, in response to political events and developments in the relations between and among States, Member States have considered and adopted resolutions to take action to address a particular situation. While the urgency of the issue may justify the special focus placed on it at the time, subsequent developments over time may warrant revisiting whether the issue still requires the same level of attention. Member States sometimes continue to renew and reissue on a regular basis the same mandates for addressing that situation, resulting in continued requests for reports or the organization of events and other activities, even if the situation on the ground may no longer warrant that level of activity. It may be advisable that Member States ask the Secretariat to reduce the volume and frequency of reports and other activities as a political situation improves, or consolidate reports and activities on that issue with others that are similar. Examples of such related issues are those of decolonization and non-self-governing territories, which currently give rise to several resolutions each year. Resolutions on these issues and their mandates could be regrouped together in an acceptable way, without affecting the substance.

53. Furthermore, several resolutions are adopted year after year with few or no changes in their content or mandates, very little debate, and reporting requirements that do not give Member States any new substantive information. Member States may wish to re-examine the frequency with which they consider and renew those resolutions. For example, the annual resolution on the item "Effects of atomic radiation", could be considered on a biennial basis, and biennial resolutions such as that on the item "Support by the United Nations system of the efforts of Governments to promote and consolidate new or restored democracies" could be triennialized.

54. Meanwhile, mandates requesting redundant and overlapping activities sometimes result from legislative action in more than one organ or their subsidiaries. Examples include the reports on Western Sahara submitted to the Security Council, the General Assembly and the Special Committee on

[13] The Security Council requests a report on the situation in Guinea-Bissau every three months and this was renewed in resolution 1580 (2004) of 22 December 2004. The mandate for this issue originated in resolution 1216 (1998) of 21 December 1998. The General Assembly requests a report on the zone of peace and cooperation in South Atlantic every two years and the mandate for that report originated in resolution 41/11 of 27 October 1986 and was recently renewed in resolution 58/10.

decolonization of the Assembly.[14] While the issue may need to remain on each organ, because its approach to the situation in question is different, reporting on the issue could still be consolidated so that all relevant bodies receive the same report, rather than separate reports for each one of them. In the case of Western Sahara, the reports to the General Assembly and the Special Committee summarize what has been included in the relevant reports to the Security Council. It would surely be preferable to communicate these reports directly to all three bodies.

55. Similarly, the Committee on Information holds a two-week annual session to discuss the item "Questions relating to information" and to adopt a draft resolution which is forwarded to the Special Political and Decolonization Committee (Fourth Committee). The latter meets within six months to discuss the draft resolution and a report submitted by the Secretary-General covering the same issues reviewed earlier by the Committee on Information, and holds a general debate. Therefore, Member States may wish to consider forgoing this report, shortening the debate, and limiting the Fourth Committee's consideration of the item to the adoption of the draft resolution. Likewise, consideration may be given to reducing the number of reports requested by the Committee on Information to a maximum of three, which would cluster all requested information. In line with the programme budget, Member States may also wish to consider the resolution on questions relating to information only on a biennial basis.

Institutional architecture for implementation

56. The recent addition of the Peacebuilding Commission to the institutional machinery of the United Nations should also lead to a review of existing subsidiary machinery, mandates and activities in the areas it will cover, which include development as well as peace and security.[15] The General Assembly, the Security Council and the Economic and Social Council have all adopted mandates on peacebuilding activities, on issues ranging from support for democratic institutions and elections to broader capacity-building and technical assistance. The Peacebuilding Commission is intended to improve the coherence of present and future efforts in these areas, and Member States are encouraged to take it into account when adopting future mandates on peacebuilding efforts in selected countries. While the exact role of the Commission, its agenda, procedures and interaction with the principal intergovernmental organs and other entities of the United Nations system remain to be established in practice, Member States may wish to initiate immediately a review of operational mandates already issued by the principal organs for those countries to be considered by the Peacebuilding Commission, so as to rationalize all mandates relevant to each one of those countries into one common country strategy.

[14] The General Assembly annually adopts a resolution requesting two reports on this issue: the report of the Secretary-General on the question of Western Sahara and the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. The mandate originated at the thirty-eighth session and was renewed by resolution 59/131. The Security Council requests the report of the Secretary-General on the situation concerning Western Sahara twice a year (originating in resolution 690 (1991) and most recently renewed in resolution 1634 (2005)).

[15] The Peacebuilding Commission was established by the 2005 World Summit (resolution 60/1, paras. 97-105) to "bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery".

57. As a rule, peacekeeping mandates are reviewed at least once a year, and this has helped to guarantee their continuing relevance. For some older missions, however, while the conflict with which they are associated may still be politically sensitive, and hence, their mandates are still politically relevant, it may be appropriate to review their size and capacity, while redoubling efforts to seeking a resolution of the underlying conflict.

Mandates and resources

58. Lack of adequate resources to implement peacekeeping mandates, as well as other mandates related to peace and security, is a matter that I have raised several times. It continues to be urgent. While an important political point may be made, and a departure from conflict may be signalled, by a Security Council resolution establishing a peacekeeping mission, if the necessary specialized troops and equipment are not forthcoming, the results will certainly fall short of expectations. Close coordination between the mandating authority and the actual or potential contributors is also important. We are still struggling to reach the authorized troop levels for several current peacekeeping missions, including MONUC in the Democratic Republic of the Congo.[16] This type of situation should be addressed as a matter of urgency. The pool of contributors should be expanded to include virtually all Member States, thus proving in practice the universal commitment to and responsibility for United Nations peacekeeping.

59. Further efforts are needed to implement relevant proposals made by the Panel on United Nations Peace Operations,[17] the Special Committee on Peacekeeping Operations, and the world leaders at the 2005 World Summit.

60. Resources are also often lacking for the implementation of "thematic mandates", which entail no specific action in connection to any one peacekeeping operation, but are supposed to be applicable in all of them. Such mandates as enhancing African peacekeeping capacities, or increasing cooperation between the United Nations and regional organizations or arrangements such as the European Union or NATO, must be resourced if they are to have any real long-term impact. Special political or other missions that are established outside regular or peacekeeping budgetary processes are often serviced from within existing resources, placing an additional strain on the limited available capacity.

61. I therefore urge Member States to consider ways to better match requirements with resources, so as to help ensure that all present and future mandates can be implemented effectively. Furthermore, additional spare capacity, especially for peacekeeping and special political missions, must be built into the system, if the Secretariat is to continue to be asked to take up, often at very short notice, special assignments of a sensitive and urgent nature.

[16] See Security Council resolutions 1565 (2004) and 1635 (2005) which mandated troop levels for MONUC.

[17] Recommendations on improving peacekeeping operations are contained in the report of the Panel ("Brahimi report") (A/55/305-S/2000/809 of 21 August 2000); subsequently, the Security Council adopted resolution 1327 (2000) on the implementation of the report.

B. Promotion of sustained growth and sustainable development

62. Although the United Nations receives more public and media attention for its efforts in peace and security, its contributions to ideas, policy analysis and policymaking in the economic, social and environment arena stand out as among its more important achievements. The review of mandates in this broad area of activities should contribute to a more unified and coherent approach by the United Nations to the follow-up of the internationally agreed development goals, as they have emerged from the conferences and summits, including the Millennium Development Goals. While the High-level Panel on System-wide Coherence will look into how to enhance the effectiveness of the work of the United Nations in development, particularly on the ground, the review of mandates can provide tools for Member States to consider ways to further rationalize the consideration of issues within the principal organs, and improve the division of labour among them, so as to maximize policy relevance and impact.

Overlap among organs

63. The General Assembly and the Economic and Social Council have adopted a large number of resolutions on economic and social development. In recent years, to a lesser extent, the Security Council has adopted resolutions in addressing some of these issues in the context of peacekeeping and peacebuilding. In addition to the principal organs, subsidiary bodies such as the regional and functional commissions, and the governing boards of funds and programmes, all set priorities and issue mandates. Treaty bodies further contribute to the instructions received by the various departments and entities in these areas. Mandates stemming from those bodies are not pertinent to the scope of the review of mandates, as called for in the Summit Outcome. However, they significantly contribute to setting priorities and activities for development.

64. The United Nations has a record of moving boldly beyond conventional wisdom with alternative thinking and policy proposals. This reflects its multidisciplinary and multisectoral structure in economic and social intergovernmental bodies. Global conferences and treaties have had a significant influence on national and international action by setting goals and benchmarks that have influenced many national policies. As countries develop and implement national development strategies to follow up global intergovernmental agreements, there is a need to help galvanize the necessary support, encourage stronger cooperation, including South-South cooperation, monitor progress and provide policy advice. An improved division of labour among the relevant intergovernmental bodies appears increasingly necessary to effectively carry out these tasks.

65. The most appropriate intergovernmental forum for the consideration of different issues and the exercise of different functions in the economic and social area should be reviewed in this perspective, taking into account core competencies, comparative advantage, and responsibilities as designated in the Charter. The central role of the Economic and Social Council was reaffirmed at the 2005 World Summit,[18] and it is my hope that through the ongoing reform process the Council

[18] See resolution 60/1, para. 155.

will be successful in strengthening its role in coordination of economic and social development issues, including coordination of its subsidiary machinery.

66. A review of the work of the Economic and Social Council in substantively reviewing, guiding and monitoring the work of its functional machinery, as well as the operational funds and programmes, reveals a need for an enhanced role of the Council. For example, the Economic and Social Council was mandated by General Assembly resolution 48/162, inter alia, to review and evaluate the work of the development funds and programmes; to review the operationally relevant recommendations of the subsidiary bodies; and to monitor the division of labour and the cooperation within the bodies of the United Nations system. Resolutions 50/227 and 57/270 B have given additional coordination mandates to the Council. However, the Economic and Social Council currently does not have an effective overview of the specific mandates which are being created in the Executive Boards of the funds and programmes. Moreover, the Council has no effective overview of the work of the Secretariat and other United Nations entities, which is reviewed only partially and by sector in the commissions of the Council. In the absence of such overviews, the respective roles and work programmes of the various entities often result in some degree of overlap and blurring.

Institutional architecture for implementation

67. Despite institutional mechanisms in place both across entities and across departments to ensure unity of action,[19] the wide array of mandates issued by various intergovernmental organs in this field has led to a very dispersed architecture and overlapping functions. While different perspectives are desirable, as for example those stemming from different regional realities, duplication should be eliminated to maximize the use of resources and their impact on the ground.

68. In the area of trade, for example, several United Nations entities perform a myriad of functions. While the United Nations Conference on Trade and Development (UNCTAD) has the lead role in many of these areas,[20] the regional commissions and other entities, including the International Trade Centre, make important contributions. There is significant room for an improved division of responsibility in the analytical work between the Department of Economic and Social Affairs, UNCTAD, the regional commissions, the United Nations Development Programme (UNDP) and other funds and programmes, particularly in this area.

69. Likewise, in other macroeconomic areas and finance, there is a need to ensure synergies of work, both between United Nations entities and with the Bretton Woods institutions. While a good start has been made with the flagship publication *World Economic Situation and Prospects*, which brings together the Department of Economic and Social Affairs, UNCTAD and the regional commissions, greater

[19] These coordination mechanisms include the Secretary-General's Policy Committee, the United Nations Development Group, the Chief Executives Board for Coordination, the Executive Committees on Economic and Social Affairs, Humanitarian Affairs, and Peace and Security, and the Senior Management Group.

[20] See resolution 1995 (XIX) of 30 December 1964, by which UNCTAD was established as an organ of the General Assembly, and resolution 59/221, in which the Assembly most recently reaffirmed the primary responsibility of UNCTAD in the United Nations system for trade and development.

efforts need to be made for a unified view on the world economic outlook and macroeconomic policy implications. Rationalization of functions in the area of finance is therefore needed; the arrangements and work in this area need to be redefined, in particular between the Department of Economic and Social Affairs and UNCTAD, to ensure the most effective follow-up to the outcomes of the Monterrey Conference.

70. Other areas that may require attention to possible overlaps and redundancy are sustainable development and human settlements. The Department of Economic and Social Affairs, the United Nations Environment Programme (UNEP), UN-Habitat, UNDP, as well as the regional commissions and the Convention secretariats are all involved in various activities in the area of sustainable development. In the environmental area in particular, world leaders at the Summit of September 2005 recognized the need for a more efficient architecture for activities and called for "a more coherent institutional framework to address this need".[21] In this regard, a consultative process has been set up in the General Assembly. In the coming months, the General Assembly will explore the institutional architecture for the activities of the United Nations system in this field. The High-level Panel on System-wide Coherence will further look into the field of environmental activities to make complementary proposals on the interconnected areas of development, humanitarian affairs and the environment. The review overall in the area of sustainable development has to be a longer-term process which feeds into and builds on these processes.

71. Similarly, a variety of arms of the United Nations have been mandated to carry out activities in the area related to population issues. From the Summit Outcome and other mandates stemming from the General Assembly, as well as the Economic and Social Council and the Commission on Population and Development, areas of priority for the years ahead have been identified in migration issues, HIV/AIDS, reproductive health and population ageing. Where overlap exists in the work of the Secretariat, funds and programmes, a sharper division of labour, consolidation of capacities and a strategic reprioritization of work should be sought.

72. Each discrete issue area has a specific set of concerns and a unique legislative history. For example, the level at which the different kinds of mandates are implemented is one consideration that deserves attention. In reviewing mandates, Member States should see whether a mandate deserves continued consideration and, if so, whether the main focus should appropriately be at the global, regional or subregional level. In my report on implementing the decisions of the 2005 World Summit, I requested that, in order to address the range of important recommendations related to economic and social development, all relevant United Nations entities, including the regional commissions, review their priorities and programmes in the light of the Summit Outcome.[22] The Executive Committee on Economic and Social Affairs and the United Nations Development Group have been coordinating this exercise using, within the Executive Committee on Economic and

[21] See resolution 60/1, para. 169.

[22] Report of the Secretary-General on the implementation of decisions from the 2005 World Summit Outcome (A/60/430), paras. 3 and 9.

Social Affairs, an analytical framework based on 11 thematic clusters.[23] Member States may see some merit in using this framework when considering the different mandates of the various issue areas.

73. Networks of relevant departments and entities have already been established within the context of the Executive Committee on Economic and Social Affairs to carry out the review of programmes and priorities. I will request the heads of relevant departments and entities to also help analyse mandates and provide options for possible programmatic shifts in different areas and, where appropriate, for consideration by the High-Level Panel on System-wide Coherence. In the long run, Member States may wish to request a broader analysis of mandates, building on the current mandate review exercise, by incorporating mandates originating from the subsidiary machinery, as this will be necessary to look into the work of the various funds and programmes.

Reporting requirements

74. An improved architecture for the overall reporting on the follow-up to the Millennium Declaration is needed to strengthen the policy relevance of the General Assembly and avoid redundancies, and for a major reduction in the number of reports and volume of documentation requested every year. The Economic and Social Council should draw more efficiently from the reporting work of its functional commissions. The General Assembly should build on the work of the Economic and Social Council, given the overlap between issues considered by the Second and Third Committees and, for example, the Commission on the Status of Women and the Commission on Social Development. While reporting requirements on gender issues are addressed in section V of this report, it is worthwhile noting here that preliminary steps could be taken to streamline reporting requirements in the area of social development. These could include the immediate consolidation or transfer of various reports.

75. Reporting requirements under the three Third Committee agenda items on social development[24] could be met through a consolidated report on social development. That report could incorporate relevant policy issues arising from the Commission on Social Development and the Economic and Social Council, including issues relating to the follow-up to the Social Summit. To obviate the need for additional separate reporting on social groups such as youth and the elderly, the Third Committee could be referred to the separate reports that are prepared for the Commission. The proposed integrated report on social development could be submitted to the Assembly every other year, as a main basis for the Assembly's consideration of social development, with the biennial flagship publication *Report on the World Social Situation*. For a more specific geographical scope, reference could be made to the social assessments currently prepared by regional commissions

[23] The thematic clusters relate to macroeconomics and finance, trade, sustainable development and human settlements, social development and social integration, advancement of women, countries in special situations, governance and institution-building, science and technology, human rights, statistics, and population.

[24] The three items are "Implementation of the outcome of the World Summit for Social Development and the twenty-fourth special session of the General Assembly", "Social development, including questions relating to the world social situation and to youth, ageing, disabled persons and the family", and "Follow-up to the International Year of Older Persons: Second World Assembly on Ageing".

and presented to their own intergovernmental regional bodies. This new type of reporting would enable the General Assembly to take a more integrated view of social development.

76. Other examples of reports that could be consolidated or transferred to optimize the quality and impact of reporting include the report on solar energy,[25] which could be merged with the report on the review of policy options on energy for sustainable development.[26] Reporting on the United Nations Public-Private Alliance for Rural Development[27] could be entrusted directly to the United Nations country team in the pilot countries and submitted to the Economic and Social Council through the relevant regional commissions. The report on unilateral economic measures as a means of political and economic coercion against developing countries[28] prepared by the Department of Economic and Social Affairs could be consolidated with the report prepared by the Department of Political Affairs on the elimination of unilateral extraterritorial coercive measures as a means of political and economic compulsion.[29] The responsibility for issuing the Consolidated List of Products Whose Consumption and/or Sale Have Been Banned, Withdrawn, Severely Restricted or Not Approved by Governments,[30] and the report on products harmful to health and the environment,[31] currently with the Department of Economic and Social Affairs, could be transferred to UNEP and the World Health Organization, which possess substantive expertise on chemicals and pharmaceuticals.

77. Further, information and communication technology, such as interactive websites or web-based forums, could be used to respond to specific public dissemination and knowledge-sharing mandates, thus allowing the replacement of certain reports, documents or other activities — like expert group meetings — that could therefore be discontinued.

Mandates and resources

78. Over the decades, the priorities in development have had pendulum swings in approaches, with certain viewpoints dominating the policymaking establishment. The prevailing trends have governed the direction of approaches. The entities have oriented their work in responding to these imperatives with decisions often based on the promise of funding. When examining mandates in the area of development across the United Nations system, Member States should give serious consideration to the fact that duplication and overlaps can occur because of the nature of funding and the increasing role of special-purpose grants and non-core funding.

79. In order to improve the allocation of resources within the United Nations and to ensure a more cohesive management of funding, consideration could be given, for example, to the regular programme of technical cooperation. The programme

[25] Mandated by resolution 56/200, and most recently reaffirmed in resolution 60/199.

[26] Mandated by Economic and Social Council resolution 2003/61, and most recently reaffirmed in Council resolution 2005/229.

[27] Mandated by Economic and Social Council resolution 2004/49, and most recently reaffirmed in Council resolution 2005/42.

[28] Mandated by resolution 38/197, and most recently reaffirmed in resolution 60/185.

[29] Mandated by resolution 51/22, and most recently reaffirmed in resolution 57/5.

[30] Mandated by resolution 37/137, and most recently reaffirmed in Economic and Social Council resolution 2004/55.

[31] Mandated by resolution 39/229, and most recently reaffirmed in Economic and Social Council resolution 2004/55.

provides funds in each biennium budget for technical assistance activities and complements assistance to developing countries from other sources of funding. The General Assembly authorized the inclusion of these funds in 1946 and since then, funds for this assistance have been allocated to several departments and agencies, including the Department of Economic and Social Affairs, the Office for the Coordination of Humanitarian Affairs, UNCTAD, UN-Habitat, the Office of the United Nations High Commissioner for Human Rights and the United Nations Office on Drugs and Crime, and each of the regional commissions. The programme also provides advisory services, field programmes, and training in a decentralized way, for example to regional commissions, which ensures ownership by Member States and a close relationship among the technical cooperation provided, the country requirements and the exchange of best practices. Member States may wish to see whether the regular programme of technical cooperation might benefit from being reported by one programme manager while maintaining its decentralized implementation. This would be in line with the nature of the programme, which entails a close relationship between the provision of technical cooperation by departments and agencies with the demands and emerging needs of Member States at the regional and national levels.

80. Meanwhile, to maximize the use of existing resources, savings which could accrue from more efficient management of the common support services dedicated to intergovernmental processes related to economic and social issues could be allocated for high-priority activities in the area of development. For example, the United Nations regularly has close to 100 international days or years of observance on its calendar, to mark special occasions or to raise awareness about issues of international significance. A relevant number of these observances refer to social and economic issues.[32] The large number of observances dilutes their significance, forces the United Nations to choose which to celebrate, and makes the Organization vulnerable to the criticism that it wastes resources on programmes that have no real impact on people's lives.[33] Therefore I suggest that the General Assembly review these observances, decide on a process to guide which of them should be commemorated each year and make better use of resources dedicated to these commemorations.

C. Development of Africa

81. Over the years, the United Nations has taken several initiatives with regard to the special needs of Africa, including in support of African development and in the promotion of peace and security. Since the adoption of the New Partnership for Africa's Development (NEPAD) by African leaders in 2002, the international community's multiple approaches have coalesced around a specifically Africa-defined and Africa-driven approach. The resolutions and decisions of the principal organs of the United Nations have reflected the international community's deep

[32] Other observances relate mostly to human rights issues.

[33] In response to the proliferation of such observances, the General Assembly on 17 December 1973 adopted resolution 3170 (XXVIII), entitled "International years and anniversaries", in which it decided to instruct its subsidiary bodies to propose the designation of international years only on the most important occasions and, where possible, to propose instead celebrations of brief duration. Nonetheless, the majority of current observances have been added in the period since the adoption of that resolution.

concern for the situation in Africa, and have generated mandates which are being implemented by a large number of United Nations entities. Despite the large number of activities being carried out to implement these mandates, however, there has been a clear mismatch between the mandates and their actual impact on the ground.

Overlap among organs

82. There is an overlap and duplication of mandates in issue areas regarding Africa. This could be explained in part by the particular challenges of peace, security and development facing the continent, and the legitimate concern of the international community. Almost all United Nations global conferences in the 1990s produced outcomes with special sections on Africa in recognition of those concerns, which led to the creation of mandates and activities by various agencies, departments and offices.

83. In examining the active mandates relating to Africa, I would suggest that a sound guiding principle would be the need to concentrate African and international efforts on the implementation of NEPAD, and on sustained support for the African Union. In order to deal effectively with issues relevant to Africa in an integrated and comprehensive way, the problem of duplication and overlap in the work of the principal organs should be addressed through improved collaboration mechanisms between those bodies. Moreover, it may now be appropriate to review all pre-NEPAD mandates with a view to making appropriate recommendations to Member States on streamlining them in the context of NEPAD, and of the priorities identified by the African Union.

84. The mandate review process should clarify the division of labour between the principal organs; include mandates from the subsidiary bodies of the Economic and Social Council, from UNCTAD and the Trade and Development Board; help to shift United Nations activities towards a more robust action orientation; and define the appropriate level for the implementation of specific mandates. The process should be assisted by those Secretariat entities directly supporting African development. It is vital to point out that, in the case of subsidiary bodies dealing with operational activities, achieving the Millennium Development Goals in Africa should be the highest priority, given the risk facing many African countries of falling behind in this area.

Architecture for implementation

85. Greater efforts need to be made to improve the coherence and coordination of the work of the large number of United Nations entities supporting the development objectives of Africa. Prominent among these are the Economic Commission for Africa (ECA), UNDP, the Office of the Special Adviser on Africa, UNCTAD, the Department of Political Affairs, the Department of Peacekeeping Operations, the Department of Economic and Social Affairs, and the Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing Countries, as well as other agencies, funds and programmes.

86. As the focal point in the United Nations system for promoting international support for NEPAD, the Office of the Special Adviser on Africa has an important role to play in helping the General Assembly to revisit its mandates relating to Africa. While carrying out the mandate review exercise, it will be vital for Member

States to ensure that the mandates of all entities in place to address the special needs of Africa, in particular the mandates of ECA, are streamlined and fully oriented towards supporting the priorities and needs of the African Union and NEPAD.

Reporting requirements

87. As part of the process of reviewing mandates on different issue areas pertaining to Africa, there should also be a review and streamlining of the subcategory of analytic reporting mandates stemming from various resolutions. This would facilitate a more coherent and efficient use of the system's analytical capabilities, and could release resources for achieving improved results on the ground. In undertaking such a review, it would be helpful to make a distinction between reports submitted periodically to intergovernmental bodies in the exercise of their deliberative and monitoring functions on support being provided to Africa by individual agencies or organizations, and policy analytical reports that are initiated by various entities or requested by intergovernmental bodies themselves. Examples of the first kind of report could be found in the annual report to the Committee for Programme and Coordination on United Nations system support for NEPAD[34] and the two reports delivered regularly to the General Assembly by the Office of the Special Adviser on Africa, namely the report of the Secretary-General on the New Partnership for Africa's Development: progress in implementation and international support[35] and the report of the Secretary-General on the implementation of recommendations contained in the report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa.[36] The review proposed here refers to the second category, that is, reports which deal with more generic thematic issues such as trade, governance, private sector development and the like.

D. Promotion of human rights

88. The human rights machinery of the United Nations, through the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the treaty body system, has helped Member States to meet their obligations to international norms and standards. To improve and strengthen this machinery, the Member States agreed in the World Summit Outcome to significantly bolster OHCHR and to create the Human Rights Council to replace the Commission on Human Rights.[37] With the recent establishment of the Human Rights Council, a streamlining of the various mandates is expected, as the General Assembly in the founding resolution asked the Council to "assume review and, where necessary, improve and rationalize all mandates, mechanisms, functions and responsibilities of the Commission on Human Rights, in order to maintain a system of special procedures, expert advice and complaint procedure [...] within one year after the holding of its first session".[38]

89. As the architecture of the human rights machinery is being improved by this process, Member States should conduct a thorough examination of existing

[34] Mandated by resolution 57/282, and most recently reaffirmed in resolution 59/275.
[35] Mandated by resolution 57/7, and most recently mandated by resolution 60/222.
[36] Mandated by resolution 53/92, and most recently mandated by resolution 60/223.
[37] See resolution 60/1, paras. 123, 124 and 157.
[38] See resolution 60/251, para. 6.

mandates that request reports or other forms of documentation. Reporting requirements in the area of human rights are particularly important, as they are one of the primary means through which human rights are monitored and Member States held accountable for fulfilment of their treaty obligations. Currently, however, the large volume of documentation not only overwhelms both the Secretariat and the Member States, but also obscures the issues under consideration. To ensure that these reports continue to be useful tools to allow Member States to promote and protect human rights, and to ensure that the new human rights machinery is not plagued by a similar problem, immediate action can be taken.

Reporting requirements

90. While some mandates requesting reports and other forms of documentation stem from the principal organs, most originate from the Commission on Human Rights, its subsidiary bodies, or treaty bodies. Therefore, it is necessary that the analysis in this section include mandates from subsidiary and treaty bodies, in addition to those from the principal organs.

91. As is the case with other issue areas, there is an over-proliferation of mandates requesting reports in the area of human rights. The severity of this problem can most easily be grasped by looking at the sheer volume of mandate-related documentation in this area. For example, in compliance with mandate-related reporting obligations, the Office of the High Commissioner for Human Rights prepared or submitted in 2004 over 44,000 pages of documentation in original languages. Because OHCHR services 11 reporting obligations of States parties under the 6 international human rights instruments and their optional protocols relating to the activities of treaty bodies and their complaint procedures and mechanisms, over half of these pages consisted of States parties' reports and communications to treaty bodies.

92. Given the enormous volume of documentation, the translation burden placed on the Secretariat is very heavy. In 2004, for example, over 4,000 pages of summary records for Charter-based and treaty bodies had to be translated into all official languages. Similarly, well over 1,000 pages of notes verbales (so-called "non-documents") from Governments or Permanent Missions were received by OHCHR and had to be translated into one of the three working languages of the Commission on Human Rights.

93. A number of concrete and immediate measures can be taken to reduce the excessive volume of documentation and overburdening translation requirements. First, a mandate could be issued to limit to 30 pages the length of the treaty body reports to the General Assembly or the Economic and Social Council. As for summary records, a General Assembly resolution limiting the number of languages in which they are issued could very significantly reduce the translation burden placed on the Secretariat. In addition, Governments should submit their notes verbales in one of the working languages, or attach to their notes verbales the English translation of the materials they are sending for publication.

94. There is however another important issue besides the large volume of documentation, and that is the problem of overlapping reports, which, in addition to draining staff time and resources, obscures the substantive recommendations of the reports. There are, for example, potentially overlapping reporting requirements within thematic and geographic areas. Thematic or geographic areas with the most reporting obligations pertaining to human rights include: status of treaties

(18 reporting obligations), racism (8 reporting obligations), and indigenous issues (5 reporting obligations). To address this issue, the relevant mandates should be further examined by the Member States with the aim of reducing redundancy in a balanced way that takes into account the different priorities across the membership. For example, in cases where both the Secretary-General and the High Commissioner are mandated to report on the same subject but to different organs (for example to the General Assembly, the Commission on Human Rights, the Sub-Commission, etc.), the reporting obligations could be consolidated. Similarly, in cases where both a special procedure mandate holder and the Secretariat (the Secretary-General or the High Commissioner) are mandated to report on the same subject, the reporting obligation of the Secretariat could be reconsidered, unless the Secretariat is requested to report on a particular aspect.

E. Effective coordination of humanitarian assistance efforts

95. Addressing the humanitarian consequences of today's disasters and emergencies remains a United Nations priority. The scale and magnitude of recent emergencies and disasters — in Darfur, in the Indian Ocean and in South Asia — clearly demonstrate the need for a timely and coordinated humanitarian response. Given the complexity of the United Nations humanitarian efforts, mandates in the area of humanitarian assistance cut across almost all types of United Nations activities and functions, and therefore the categories of mandates affecting the Organization's work in this area vary considerably. While some overlap in mandates among implementing entities exists, the key concern is that the principal organs often approach humanitarian assistance in a fragmented manner, which can result in implementation gaps.

Overlap among organs

96. There is a need to improve the way in which the intergovernmental machinery of the United Nations addresses humanitarian affairs. While parts of this problem are being examined in the context of the revitalization of the General Assembly, the issue deserves particular mention here because it has important implications for the way that mandates are issued. In the General Assembly, humanitarian agenda items are dispersed among the plenary and the Second and Third Committees. The plenary deals with coordination, staff security and natural disasters; the Second Committee addresses humanitarian assistance to specific countries and regions, disasters, vulnerability and risk reduction; under the purview of the Third Committee fall assistance to internally displaced persons and refugees and the new international humanitarian order.

97. The result of such fragmentation is frequent overlap between the mandates issued. Member States could take practical action to address this problem. In the coming months, and as part of their efforts to revitalize the General Assembly, Member States may wish to consider consolidating discussions on humanitarian issues in the General Assembly, and grouping humanitarian-related matters under a single "humanitarian umbrella" agenda item in the plenary, as a means of ensuring that they are better focused and more relevant. In the longer term, Member States may also wish to consider additional efforts to further improve institutional coordination and consideration of issues in this area.

Reporting requirements

98. Member States could also take quick action to focus intergovernmental reporting procedures. Intergovernmental discussions on humanitarian assistance and coordination would benefit, in this as in other areas, from fewer and more focused reports.

99. As a first step, it would be beneficial for country-specific reports to be limited to the first year following a humanitarian crisis in that country, and for the issues thereafter to be highlighted in more thematic reports, where they would benefit from intergovernmental discussions and action designed to address humanitarian response as a whole. In the longer term, reporting on humanitarian issues would better contribute to Member State decision-making and follow-up by the United Nations system if reports were more targeted and linked to specific, thematic sub-items within the humanitarian "umbrella" discussed above. For example, the report and the consideration of the resolution on "White Helmets" might be incorporated into the sub-item on coordination so as to contribute to a thematic discussion on improving standby capacity.[39] Similarly, the report and resolution on the new international humanitarian order might be folded into the coordination sub-item as part of discussions on humanitarian reform.[40]

Institutional architecture for implementation

100. There exists a division of labour relating to the disaster management cycle which may benefit from being revisited. The Emergency Relief Coordinator and the Office for the Coordination of Humanitarian Affairs have a clear mandate for disaster response (including coordination and preparedness), while responsibility for natural disaster mitigation, prevention and preparedness (with the exception of response preparedness) lies with UNDP.[41] Recent disasters have shown all too clearly, however, that there is no agreed institutional leader for early disaster recovery. To address the immediate needs of disaster management, and in accordance with the call in the Summit Outcome to support the efforts of countries to strengthen capacities to prepare and respond rapidly to natural disasters,[42] Member States should clarify and strengthen the United Nations leadership in all phases of disaster management at both Headquarters and field levels, including by considering a coherent structure for disaster assistance, and by taking into account proposals to be advanced by the High-level Panel on System-wide Coherence. In addition, the Inter-Agency Secretariat of the International Strategy for Disaster Reduction[43] should be strengthened as a means of giving more prominence and attention to disaster risk reduction and the economic and social consequences of natural disasters.

101. In the assistance to and protection of internally displaced persons multiple mandates have created a complex system which, while reflecting the concern of Member States about the issue, has not necessarily served this population well.

[39] Mandated by resolution 49/139 B, and most recently reaffirmed in resolution 58/118.

[40] Mandated by resolution 36/136, and most recently reaffirmed in resolution 59/171.

[41] See resolution 52/12 B, para. 16.

[42] See resolution 60/1, para. 169.

[43] By resolution 54/219, para. 4, the General Assembly established the Inter-Agency Secretariat of the International Strategy for Disaster Reduction to become the focal point for the promotion of the coordination of disaster reduction.

There is a mandate designating the Emergency Relief Coordinator as the system's central coordination focal point on assistance to and protection of internally displaced persons. The Emergency Relief Coordinator is supported in this task by the Inter-Agency Internal Displacement Division, within the Office for the Coordination of Humanitarian Affairs.[44] The Commission on Human Rights has also mandated responsibility for the human rights of internally displaced persons to the Representative of the Secretary-General.[45] Additional mandates request the Office of the United Nations High Commissioner for Refugees (UNHCR) to engage in issues related to internally displaced persons.[46]

102. In the context of the current humanitarian reform effort, UNHCR has been asked — and has accepted with the endorsement of all humanitarian agencies within the Inter-Agency Standing Committee — to be the United Nations agency with primary responsibility and accountability for the operational response for internally displaced persons in complex emergencies in the clusters related to protection, emergency shelter, and coordination of camp management. While this initiative has provided more clarity for the coordination arrangements in these specific operational areas, there still exists overall confusion and incoherence resulting from mandates, especially concerning country-level assistance and protection to internally displaced persons. To further improve the current reform and to reduce potential overlap and fragmentation, it would be prudent for the membership to re-examine mandates concerning internally displaced persons, with a view to clearly determining responsibility for assistance to this population, including reinforcing the role of the Emergency Relief Coordinator in coordinating country-level assistance and protection.

103. A gap also exists in addressing the needs of returnees and their repatriation and reintegration, mainly in post-conflict situations. Several mandates have been issued that recognize the role that United Nations agencies can play in facilitating assistance to and repatriation of returnees and that request UNHCR and other agencies to continue efforts to promote permanent and speedy solutions.[47] However, in terms of sustainable voluntary repatriation, the needs of returning refugees are too often not adequately addressed in the development plans of the United Nations country teams. Recent initiatives within the framework of the United Nations Development Group seek to address this problem and should be supported. The establishment of the Peacebuilding Commission may also assist in focusing attention on the transition needs of post-conflict countries, and returning refugees should benefit from this support. As the Peacebuilding Commission takes full form and decisions are taken on which country situations it will address, Member States may wish — in order to fill the gap of addressing the needs of returnees — to review the relevant mandates in relation to those countries, with the aim of ensuring coherence between the actions of the Peacebuilding Commission, UNHCR and related entities.

[44] See A/51/950, para. 186, in conjunction with resolution 46/182. See also resolution 56/164, para. 12.

[45] See E/CN.4/1992/23.

[46] See, for example, resolution 48/116, para. 14.

[47] See, for example, resolution 55/74, para. 16.

Mandates and resources

104. In some areas, while mandates strengthening humanitarian activities have been adopted, some of those commitments have not been followed up and supported by adequate and predictable funding. For example, though strengthening the effectiveness of United Nations humanitarian response is a stated aim of the 2005 Summit Outcome,[48] the Office for the Coordination of Humanitarian Affairs still cannot rely on predictable resources for some of its activities, and the Inter-Agency Secretariat of the International Strategy for Disaster Reduction relies entirely on voluntary contributions. The recent upgrading of the Central Emergency Response Fund[49] is a good step in the right direction, since it should ensure that resources are made available in the initial phases of a humanitarian crisis, once a disaster strikes. However such funds are not a substitute for the adequate and predictable support which is needed in all areas of disaster management. It may therefore be important for Member States to consider improving the predictability of funding, in order to strengthen risk reduction activities.

F. Promotion of justice and international law

105. Throughout its history, despite many challenges and setbacks, the United Nations has fostered improved standards of justice and law. In the 2005 World Summit Outcome, Heads of State and Government reaffirmed their commitment to an international order based on the rule of law,[50] which is essential for peaceful coexistence and cooperation among States. The Organization must continue to demonstrate its ability to promote effectively the interlinked goals of justice and international legal order.

106. The Charter of the United Nations assigns special responsibility for the development of international law to the General Assembly.[51] This responsibility is exercised in various ways, including through the Sixth Committee of the Assembly, the International Law Commission, and international conferences that are held to formulate treaties on specific issues. The Office of Legal Affairs plays a key role in supporting the Organization's legal work and providing legal advice to United Nations organs, entities and Secretariat departments on a wide range of questions of public international law, private law and the law of the Organization. Its mandates have expanded greatly in scope and intricacy, either because of the expanded jurisdiction of United Nations organs or entities the Office services, or because the spectrum of legal issues they deal with has increased. This has stretched the capacity of the Office to respond effectively and efficiently to Member States. In addition, the growing focus by the United Nations on questions of transitional justice and the rule of law in conflict and post-conflict societies has increased the demands on the Office.

[48] See resolution 60/1, para. 169.

[49] See resolution 60/124, para. 15.

[50] See resolution 60/1, para. 134 (a).

[51] Article 13 of the Charter specifies that the "General Assembly shall initiate studies and make recommendations for the purpose of [...] encouraging the progressive development of international law and its codification".

107. In recent years, other departments and offices, such as the Department of Peacekeeping Operations and the Department of Political Affairs, have also carried out rule-of-law activities.

Reporting requirements

108. Although the need for rationalization of reporting is more acute in other priority areas of the Organization such as peace and security, it is also a necessity in the promotion of justice and international law. There is a need to streamline, simplify and consolidate reporting obligations, or to provide reports at different intervals. Member States continue to request annual comprehensive reports on developments relating to ocean affairs and the law of the sea and periodical special reports on fisheries and other topics of current interest.[52] In 2006, for example, these topics will include four additional special reports. Member States may wish to consider the number, scope and frequency of special reports in addition to the annual comprehensive reports.

Institutional architecture for implementation

109. Creative effort is also required to reorganize the existing institutional architecture to enhance the Organization's overall effectiveness in this critical area. As noted previously, the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization has met annually since the thirtieth session.[53] It examines suggestions and proposals regarding the Charter and the strengthening of the United Nations role with regard to the maintenance and consolidation of international peace and security, and the promotion of the rules of international law. The work of the Committee has resulted in the successful negotiation of several texts on the peaceful settlement of international disputes. In recent years, however, the mandate of the Committee has been duplicated by the work of other intergovernmental bodies such as the Special Committee on Peacekeeping Operations, Security Council sanctions committees and the various processes and bodies related to United Nations reform. Therefore, Member States may wish to consider discontinuing the annual two-week deliberations of the Committee.

110. In an effort to contribute to the efficiency of the activities of United Nations organs, especially the General Assembly and its Main Committees, the Office of Legal Affairs will participate in the effort to consolidate and update the rules of procedure of the Assembly and make them available in all official languages, in print and online, as mandated in resolution 59/313 of 12 September 2005. In addition, with a view to ensuring uniform interpretation of the rules and avoid unnecessary delays in the conduct of business, I propose that the Office of Legal Affairs prepare briefing packages for the presiding officers of the organs, together with oral briefings before they take office, on the application and interpretation of the rules. I also propose making precedents and past practice available in the public

[52] See resolution 52/26, para. 11 (a) and (b).

[53] The General Assembly first established the Committee as an ad hoc committee in its resolution 3349 (XXIX) of 17 December 1974 and then, by resolution 3499 (XXX) of 15 December 1975, reconvened it annually as the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization.

domain with respect to rules and practices of the intergovernmental bodies of the Organization in conducting business, as compiled by the Secretariat.

C. Disarmament

111. Much has been achieved in the area of disarmament, especially since the end of the cold war, not least thanks to the efforts of the General Assembly and its First Committee, as well as other relevant United Nations bodies. However, the prevailing atmosphere today is one of stalemate and inaction. The failure of the Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons in May 2005 to reach consensus and the absence of a section on non-proliferation and disarmament in the 2005 World Summit Outcome, combined with the ongoing inability of the Conference on Disarmament to agree on a work programme, are causes for concern. This state of affairs is particularly unfortunate in view of the urgent need to provide mechanisms to ensure that weapons of mass destruction do not fall into the hands of terrorist or criminal elements, whose activities have visibly intensified around the world in recent years.

112. In addition to the current focus on the threat posed by weapons of mass destruction, Member States continue to pay close attention to matters relating to conventional arms. Such matters include the illicit trade in small arms and light weapons, as well as implementation of the Convention on the Prohibition of Anti-personnel Mines.

113. What is primarily needed, of course, is political will and determination to make progress on the range of major issues at hand and achieve early positive results. Streamlining the mandates in this area will not be sufficient, but it would free resources and time to deal with the issues that matter most. I therefore submit some indicative suggestions for consideration by the General Assembly.

Reporting requirements

114. A review of the numerous items and sub-items on the United Nations agenda in the area of disarmament, the resolutions adopted, and the actual impact they have on the ground suggests a disconnect between stated intentions and actual results. The added value of reporting on such items seems to be rather limited. To save time and resources, I would suggest that some General Assembly items assigned to the First Committee, on general matters of security and disarmament, which are not connected to any current situation but are rather of a thematic nature, be taken up less frequently.[54] As a result, reporting requirements could be biennialized or triennialized, following a review of their urgency and impact.

[54] Items that could be considered in this context include: "Developments in the field of information and telecommunications in the context of international security", "Role of science and technology in the context of international security and disarmament", "National legislation on transfer of arms, military equipment and dual-use goods and technology", "Observance of environmental norms in the drafting and implementation of agreements on disarmament and arms control", "Confidence-building measures in the regional and subregional context", "Conventional arms control at the regional and subregional levels", and "Strengthening of security and cooperation in the Mediterranean region". Similarly, the four sub-items dealing with the United Nations regional centres for peace and disarmament could be taken up biennially and/or the resolutions pertaining to them could be consolidated.

115. The annual item on notification of nuclear tests has become redundant since the adoption of the Comprehensive Nuclear-Test-Ban Treaty and the norms it sets against nuclear testing. In view of the lack of substantive progress for over a decade, the relevance of continuing with the item on the implementation of the Declaration of the Indian Ocean as a Zone of Peace should also be reviewed.

116. Various groups of governmental experts to conduct studies on disarmament issues have proved their value over time, including by the release of landmark reports on such issues as nuclear weapons, concepts of security, and small arms. But on some issues these mechanisms have been less successful. In the past five years, the issue of missiles in all its aspects was addressed by two panels of governmental experts, only one of which could agree on a consensus report. For the expert panel on missiles, to be established in 2007 and expected to report in 2008, efforts are now under way to produce a consultant's report to assist its work. In the light of experience with this issue, there would appear to be little point in persevering with a mandate that uses a formula that has been tried in the recent past with unsatisfactory results. In circumstances where substantive disagreement on disarmament issues remains, different ways to conduct such studies should be considered, such as convening smaller groups, using a variety of meeting formats, and contracting individual consultancies to help break deadlocks.

117. The United Nations Monitoring, Verification and Inspection Commission (UNMOVIC) was established under Security Council resolution 1284 (1999) to verify the disarmament of Iraq of biological and chemical weapons and missiles and other means of delivery with ranges greater than 150 km, and to monitor Iraq's compliance with its obligations not to use, develop, construct or acquire such weapons. UNMOVIC is widely seen as having accumulated significant experience, including in the area of biological weapons and means of delivery, constituting expertise that does not exist elsewhere in the multilateral system. As the situation in Iraq evolves, a Security Council review of the UNMOVIC mandate may be warranted, including examination of whether and how the United Nations could utilize certain areas of the Commission's expertise such as its roster of trained technical experts.

118. The activities of the Standing Advisory Committee on Security Questions in Central Africa could also be reviewed in a similar light, taking into consideration the results achieved through the Committee's deliberations in recent years, the cost-effectiveness of the number of meetings held and the venues chosen for those meetings, as well as other relevant factors.

H. Drug control, crime prevention and combating international terrorism

119. Over the past 10 years, the activities of the United Nations in the fields of drug control, transnational crime prevention and combating international terrorism have grown considerably. This is due to the increasing recognition of the impact of drugs, crime and terrorism on security and development. The United Nations work in these fields is multifaceted, with mandates ranging from the establishment of new organs to requests for reports, studies or conferences to those requesting the provision of technical assistance to Governments. Mandates in this area originate from the General Assembly, the Security Council and the Economic and Social Council, as

well as subsidiary bodies including the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice.

Overlap among organs

120. The work of the United Nations system in the areas of drug control, crime prevention and combating international terrorism is highly fragmented, partly because of the manner in which mandates are issued in these areas.

121. With regard to drug control and crime prevention, the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice were created as separate bodies and as such issue mandates separately.[55] However, given the converging nature of the issues that they deal with, Member States have recently begun examining the possibility of merging the two into a unified commission. While a unified commission might not bring significant savings — since the treaty, normative and budgetary responsibilities of the new body would require as much discussion and documentation as they do in the existing commissions — there are potential gains to be made from having strategic direction and policy guidance emanate from a single commission. Member States would therefore be well advised to complete discussion of this proposal as fast as possible. A complementary measure, also under consideration, would be the establishment of a unified trust fund, combining the United Nations Crime Prevention and Criminal Justice Fund and the Fund of the United Nations International Drug Control Programme. A more effective, single administration of the currently divided funding mechanisms would be the financial counterpart of a single, more effective commission.

122. With regard to terrorism, the three counter-terrorism subsidiary bodies of the Security Council (Counter-Terrorism Committee, Committee established pursuant to resolution 1267 (1999), Committee established pursuant to resolution 1540 (2004)) were established in different historical contexts and with different aims, and therefore each is asked to report separately to the Security Council. However, there is a certain amount of overlap, because the three bodies report on similar issues, and there can also be overlap among their country visits. Additionally, each often has a different procedure for dealing with non-complying States. Both immediate and process-based practical measures can be taken to address these issues. First, the Security Council could consider within the coming months ways to consolidate the separate reporting obligations of the three bodies into a single one. Immediate steps could also be taken to combine the country missions of each into a single mission including experts from all three. While this currently occurs informally to some extent, a formalization of the process would help to improve coordination. In addition, the Security Council could think about a universal procedure or common norm for the bodies to follow when dealing with non-complying States. In the long run, it would be a good idea to look at the possibility of creating a single subsidiary body that covers all the expertise of the current three. This body could include experts in different areas and would in effect take care of the other problems mentioned. Of course the implementation of any of these recommendations would require a special resolution of the Security Council.

[55] See Economic and Social Council resolutions 9 (I), para. 1, and 1992/1, para. 2, respectively.

Mandates and resources

123. The involvement of the United Nations in the areas of drug control, crime prevention and combating international terrorism continues to expand, and even the growing demand for United Nations activities in these areas, it is important that any unnecessary overlap or duplication be identified so that resources saved can be transferred to the many important aspects of work in the field that are currently under-resourced. For example, like many other areas within the United Nations, those of drug control, crime prevention and combating terrorism are burdened by a proliferation of mandates requesting reports or documentation. At the same time, the monitoring of conventions in these areas is becoming increasingly important, and resources for establishing conferences for this purpose are scarce. Within the coming months, therefore, Member States should examine the proliferation of reporting and documentation requirements in these areas, with the aim of streamlining or merging them where possible and transferring freed resources to higher-priority activities, including the monitoring of certain conferences and conventions.

V. Gender equality and empowerment of women

124. Gender equality and the empowerment of women are among those issues that, like the environment, peacebuilding and human rights, have been increasingly cutting across the work of the Organization in the course of the past three decades.

125. As mentioned in section IV above, specific intergovernmental processes have been initiated to address some of these cross-cutting issues. A consultative process in the General Assembly has been set up to explore the institutional architecture in the area of environment, to ensure an adequate institutional response to today's environmental challenges. The High-level Panel on System-wide Coherence will address the role of the United Nations in the normative area of multilateral environmental agreements, and the mainstreaming of the environmental perspective in United Nations country-level activities. The creation of the Peacebuilding Commission and the Human Rights Council will offer the opportunity and the necessary forums to rationalize mandates in the areas of peacebuilding and human rights towards a more concerted and strategic approach, once the General Assembly has decided on the roles and responsibilities of the new architecture.

126. Gender-related issues deserve equal attention. The 2005 Summit Outcome reiterates that "progress for women is progress for all" and reflects the commitments of Member States to "strengthen the capabilities of the United Nations system in the area of gender".[56] There are a large number of general mandates from a wide variety of intergovernmental bodies which call for actions on gender equality, and there is a need for a thorough review.

127. A major issue for immediate consideration is the large number of reports on the status of women prepared every year, in addition to those prepared on a biennial or triennial basis. The majority of the mandates for regular reporting arise from the Commission on the Status of Women, the Third Committee of the General Assembly and the Commission on Human Rights, with fewer reporting requirements to the Economic and Social Council. Reporting under the Convention on the Elimination

[56] See resolution 60/1, paras. 58 and 59.

of All Forms of Discrimination against Women needs to be considered separately since this is established under the treaty. An examination of reports mandated on the status of women suggests that some of the reports could be consolidated, particularly those which approach the same issue from different angles, and which are produced for different intergovernmental bodies.

128. For example, some of the documents which could be consolidated include the reports on women in development,[57] within which reporting on the improvement of the situation of women in rural areas[58] may be included (the proposed consolidated report should preferably be addressed to both the Second and Third Committees). Reports on specific aspects of violence against women, such as trafficking in women, traditional practices harmful to women and girls, violence against women migrant workers, and crimes committed in the name of honour,[59] could also be consolidated into a single annual report. My forthcoming in-depth study on violence against women[60] — to be submitted to the General Assembly at its sixty-first session — could provide a strong basis for a more systematic approach to this issue.

129. At the operational level, mandates in this area call on all relevant parts of the system to take concrete action to promote gender equality, but they rarely specify action required from particular entities,[61] resulting in both duplication and gaps in support for the implementation of global commitments on gender equality. Gaps have been identified, for example, in relation to strengthening Member States' capacity to mainstream gender issues at the national level. I would encourage Member States to review progress in the implementation of commitments on gender equality and gender mainstreaming, including the status of the institutional architecture and resource allocation in this area, as well as the mechanisms in place to ensure coherence and coordination across the system.

130. A comprehensive review of institutional resources for gender equality and an evaluation of successes and failures in gender mainstreaming in the work of the United Nations is needed if there is to be meaningful progress towards the achievement of global goals. There is a need to strengthen the internal institutional mechanisms put in place, such as capacity-building, methodologies and tools; the impact on activities and outcomes; the commitment at the policy and management levels; and the human and financial resources allocated. The gaps in coherence, collaboration and coordination of the work of the United Nations on gender issues need to be explicitly addressed, building on the work of the Inter-Agency Network on Women and Gender Equality, the Chief Executives Board for Coordination and the United Nations Development Group. While the mandates of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, the United Nations Development Fund for Women and the

[57] Mandated by resolution 3342 (XXIX), para. 4, and most recently reaffirmed in resolution 60/210.

[58] Mandated by resolution 3523 (XXX), para. 5, and most recently reaffirmed in resolution 60/138.

[59] These reports have been mandated respectively by resolutions 49/166, para. 11; 52/99, para. 4; 47/96, para. 6; and 55/66, para. 7.

[60] Mandated by resolution 58/185.

[61] See for example resolution 59/167, in which the General Assembly urged "relevant entities" of the United Nations system to assist countries in their efforts to prevent and eliminate violence against women, or resolution 60/138, in which the Assembly invited "relevant organizations and bodies of the United Nations system, in particular those dealing with issues of development" to address the empowerment of rural women.

United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) were spelled out in founding and subsequent resolutions, there have since been some shifts in interpretation which need to be addressed.

131. The revision of mandates in this area is one of the steps to be taken to move towards improved clarity on institutional responsibilities and more concerted action in relation to gender equality. There is a need to assess the progress made across the system, the gaps and challenges remaining, and ways to improve outcomes. I will ask the High-level Panel on System-wide Coherence to include in its work an assessment of how gender equality, including through gender mainstreaming, can be better and more fully addressed in the work of the United Nations, particularly in its operational activities on the ground.

VI. United Nations research and training institutions

132. Research and training are important dimensions of any modern organization. For the United Nations, facing numerous challenges on a broad canvas of issues, the ability to provide in-depth independent and balanced research findings, as well as appropriate training for its staff and for Member States, is indispensable. The various United Nations training and research institutions have evolved in an ad hoc manner. Over the past 45 years, the institutes have emerged with their own agendas and clients, and with various competing programmes. The institutes are at present rather scattered and de-linked from one another. Their impact on the system is thus fragmented and compartmentalized, the whole being much less than the sum of the parts.

133. Currently, the scope of United Nations research and training institutes ranges from economic and social development to disarmament and security matters to gender issues to crime prevention and criminal justice. The institutes involved in these areas are autonomous entities that have been established by mandates from, and report to, the General Assembly (United Nations University (UNU),[62] United Nations Institute for Disarmament Research,[63] United Nations Institute for Training and Research (UNITAR),[64] United Nations System Staff College[65]), by the Economic and Social Council (INSTRAW,[66] United Nations Interregional Crime

[62] Established by the General Assembly in resolution 2951 (XXVII), most recently reaffirmed in resolution 59/253. Pursuant to the founding resolution, UNU is an autonomous organ of the General Assembly.

[63] Established by resolution 34/83 M, most recently reaffirmed in resolution 60/89.

[64] Resolution 1934 (XVIII), on the recommendation of the Economic and Social Council. The General Assembly revised the mandate of UNITAR in resolution 42/197 and most recently reaffirmed it in resolution 59/252. In resolution 52/206, the Assembly defined the division of labour with UNU and the Staff College.

[65] Established by the Secretary-General in 1996 as a project. The General Assembly established the Staff College as an entity by resolution 55/207, most recently reaffirmed in resolution 58/224.

[66] Established by the Economic and Social Council in resolution 1998 (LX), most recently reaffirmed in General Assembly resolution 59/266.

and Justice Research Institute[67]), and by the Secretary-General (United Nations Research Institute for Social Development (UNRISD)[68]).

134. Priorities and activities of these institutes are directed by their respective governing bodies. An analysis of their mandates and activities reveals common problems, mainly related to deficiencies in coordination and cooperation efforts, lack of rationalization, ambiguity in the lines of accountability, and lack of the effective impact evaluation essential to establishing priorities in their work plans. In reviewing their mandates, it is important to examine whether full account has been taken of the work already done and the potential for making new contributions responsive to the needs of all Member States.

135. Coordination of the research and training institutes and cooperation between them and other United Nations entities should be improved in order to avoid duplication and to ensure the most efficient use of funds. Such strengthened coordination, as well as active involvement with the international academic community, would greatly increase the relevance and visibility of these institutions. The existing networking mechanism should be strengthened so as to build a solid knowledge network. Taking into account the geographic spread of United Nations entities and research and training institutions, coordination would be facilitated by effective Internet-based networks and electronic discussion forums.

136. An accountability system is needed, including a periodic review, through regular assessment processes and surveys, of the institutes' impact on and relevance to the requirements of Member States and the Organization as a whole. This would help to ensure that the research and training done is relevant to the work of policy makers. The establishment of a common policy on United Nations research and training institutes would help to streamline decision-making and oversight, increase efficiency, remove inconsistencies and ensure the independence of the institutes. Furthermore, in order to avoid overlaps and duplication of work, specific projects should be linked to a portfolio of agreed areas of research approved both by the principal organs and by the governing bodies. In presenting their proposed area of work these institutions should place before their governing bodies a detailed list of the projects carried out by all United Nations institutes so that an informed decision can be made and duplication of effort avoided.

137. To facilitate coherent oversight and evaluation of work, the reporting architecture could also be revised. Currently, the institutes' activities are discussed individually and within different organs. As a way to increase transparency and strengthen intergovernmental coordination, consideration of the reports of UNU, UNITAR[69] and the Staff College[70] could be centralized under one agenda item in

the Economic and Social Council on a biennial basis. For my part, I will be reviewing the mandate of UNRISD, including its relevance and effectiveness.[71]

138. It is time to consider the consolidation of these institutes into one United Nations educational research and training system that would facilitate the rationalization of their structures and operations and maximize their contribution to the United Nations system. A United Nations research and training system would permit a unifying vision and an overarching set of strategic directions for the various institutions. It would also be consistent with the broader thrust of management reform, and would produce operational and management gains.

139. The collective system of research and training institutes should aspire to be the intellectual engine for the United Nations policymaking and operational activities.

VII. Concluding observations

140. The review that Member States are about to engage in offers them a potentially historic opportunity to ensure that the United Nations is in a position to respond effectively to the needs of today's world. While it is up to Member States to set the pace of this exercise, I believe this report can help them to proceed with it in two phases. In the first phase, they could examine those issues for which problems are clearly identifiable and decisions can be made in the short term. This report indicates some concrete actions for correcting problems on which immediate decisions can be taken. While some of these may seem obvious, they can ensure a significant step forward in improving the work of the Organization.

141. Issues for decision in the second phase could be those for which clear answers are not immediately apparent, and for which a longer, more in-depth process may be needed. These may include those issues which require consideration of the division of labour between intergovernmental organs, the current institutional architecture of the United Nations system, and resource allocation. While intergovernmental processes have already been initiated that can look at the various mandates in some issue areas, on my part I will continue to support the work of Member States in reviewing mandates in all areas that deserve consideration. In addition, the High-level Panel on System-wide Coherence will contribute with proposals on how to improve the delivery system of the Organization. Decisions made by Member States in the longer term may lead to the fundamental changes that are necessary for a coordinated United Nations which can effectively address their present, as opposed to past, priorities.

142. This is an exercise that will prove complex, intensive and, at times, daunting. It is my hope that the Member States will pursue it in a manner that respects all views and that enables the process to achieve the purposes for which it was intended, to strengthen and update the important work of this Organization.

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[71] The Secretary-General's Bulletin of 1963 established the Institute as part of the first United Nations Development Decade for a period of three to five years. No General Assembly or Economic and Social Council resolutions followed. Currently, UNRISD does not report to any principal organ.

United Nations A/60/733/Corr.1

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Agenda items 46 and 120

Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

Follow-up to the outcome of the Millennium Summit

Mandating and delivering: analysis and recommendations to facilitate the review of mandates

Report of the Secretary-General

Corrigendum

1. **Figure 2. Distribution of renewed and non-renewed active mandates**

   Replace figure 2 with the figure overleaf.

2. **Paragraph 88**

   The first sentence of the paragraph *should read*

   > The human rights machinery of the United Nations, through the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Commission on Human Rights and the treaty body system, has helped Member States meet their obligations to international norms and standards.

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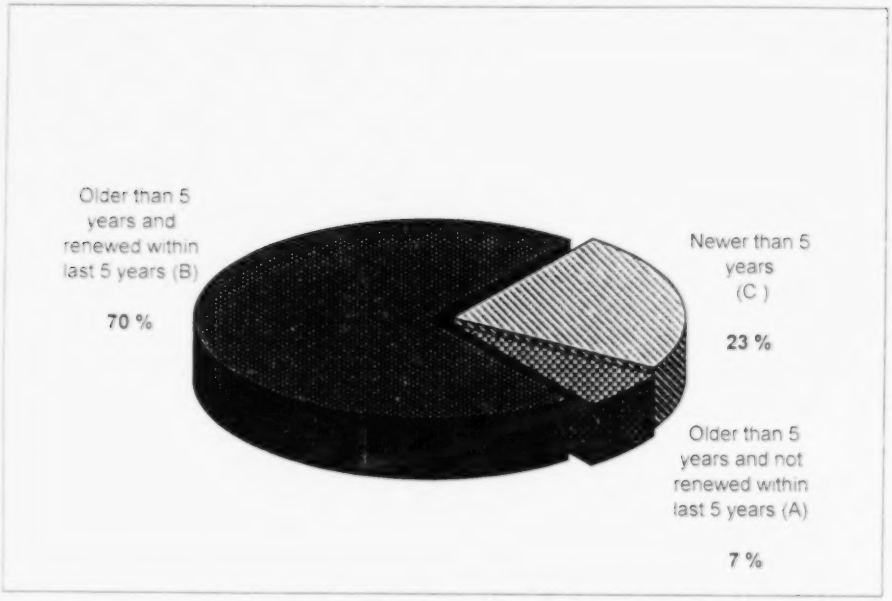
Figure 2
Distribution of renewed and non-renewed active mandates*


Older than 5 years and renewed within last 5 years (B)
70 %
Newer than 5 years (C)
23 %
Older than 5 years and not renewed within last 5 years (A)
7 %

* This distribution reflects the data in the mandate registry, which is a work in progress.

United Nations

A/60/734

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Agenda item 73 (c)
Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of international cooperation and coordination of efforts to study, mitigate and minimize the consequences of the Chernobyl disaster

Letter dated 23 March 2006 from the Permanent Representative of the Russian Federation to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith the text of the statement by the heads of State of the Commonwealth of Independent States (CIS) addressed to the peoples of the CIS member States and the world community in connection with the twentieth anniversary of the accident at the Chernobyl nuclear power station, adopted on 26 August 2005 in Kazan, the Russian Federation (see annex).

I should be very grateful if this letter and its annex could be circulated as a document of the sixtieth session of the General Assembly under agenda item 73 (c).

(*Signed*) Andrey **Denisov**

06-28353 (E) 280306 280306

Annex to the letter dated 23 March 2006 from the Permanent Representative of the Russian Federation to the United Nations addressed to the Secretary-General

Statement by the heads of State of the Commonwealth of Independent States addressed to the peoples of the CIS member States and the world community in connection with the twentieth anniversary of the accident at the Chernobyl nuclear power station

On 26 April 2006, 20 years will have elapsed since the accident at the Chernobyl nuclear power station. The scope and aftermath of the damage caused make this the largest man-made radiation disaster of the twentieth century.

In connection with this tragic date, the heads of State of the Commonwealth of Independent States address the peoples of the CIS member States, States Members of the United Nations and the entire world community with a reminder about the consequences of the Chernobyl accident.

As a result of the accident, millions of people were in shock from the calamity which they had trouble comprehending and against which they could not protect themselves. Many families lost their homes and livelihoods and were forced to change their familiar surroundings and way of life.

The scope of the disaster might have been beyond measure had it not been for the courage and selflessness of hundreds of thousands of disaster relief workers at the Chernobyl nuclear power station, our fellow countrymen. Risking their lives and health, they fulfilled their duty and protected people from the harmful effects and further spread of radiation.

Despite the extremely costly measures taken immediately following the disaster and in subsequent years, the Chernobyl nuclear power plant continues to be a potential source of danger in the centre of Europe. Minimizing this threat in the near future and on the basis of new technologies is in everyone's interest. There is therefore a need to muster in a centralized manner the scientific, technical and financial capacity of the entire world community to increase the safety of the protective shelter.

The comprehensive radiation clean-up and economic and social rehabilitation of the affected areas are issues of great importance in addressing the consequences of this terrible disaster at the present stage.

The affected regions are currently experiencing particularly difficult conditions caused by the destruction of the ecological infrastructure, the flight of labour resources and demographic problems. The state of the environment after the accident at the Chernobyl nuclear power station restricts the living conditions of the population. Of particular concern is the state of health of both the inhabitants of the affected areas and the disaster relief workers.

The achievement of the main goal of rehabilitation — sustainable development and genuine economic recovery of the affected regions — requires new approaches, scientifically based decisions, significant outlays of resources and, consequently, financial, technical and scientific assistance from the international community.

Recognizing the unprecedented nature of the aftermath of the Chernobyl accident, and its effects on many generations, and paying tribute to the memory of those who died and those whose health has suffered as a result of the disaster at the Chernobyl nuclear power station, we declare our resolve to make every possible effort to minimize its consequences.

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Agenda items 46 and 120

Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

Follow-up to the outcome of the Millennium Summit

Investing in the United Nations: for a stronger Organization worldwide

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General entitled "Investing in the United Nations: for a stronger Organization worldwide" (A/60/692). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, including the Deputy Secretary-General, who provided additional information and clarification.

2. Background is given in paragraphs 8 to 13 of the report of the Secretary-General; as stated in paragraphs 11 and 12, the report is presented as his response to General Assembly resolution 60/1. In addition to the report now before the General Assembly, a number of other reports are contemplated for future submission.

II. General observations and recommendations

3. The report of the Secretary-General is mostly general in nature, providing a broad outline of management reform initiatives. The details of many of the proposals remain to be worked out and refined.

4. The report represents the third major reform initiative proposed by the Secretary-General since 1997 (see also A/51/950 and Add.1-6 and A/57/387 and Corr.1), and the Advisory Committee notes that many of the ideas put forward in

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this latest round of reform have their genesis in past proposals. The Committee points out, in this connection, that some of what has been approved in the past is still in the process of implementation.

5. It should be noted that a number of the proposals are within the purview of the Secretary-General in his role as Chief Administrative Officer of the Organization pursuant to Article 97 of the Charter of the United Nations and therefore do not need specific legislative approval. In some cases the intended reform, while within the prerogative of the Secretary-General to act, may have financial implications that would require the involvement of the General Assembly.

6. **The Advisory Committee points out that a set of principles to ensure accountability is key to the successful management of any organization, and draws attention to the need to specifically define what is meant by accountability in the United Nations context and to set out the parameters of its application and the instruments for its vigorous enforcement (see paras. 8 and 14 below).**

7. **The Advisory Committee recommends that the Secretary-General be requested to prepare a detailed report that would tie together interrelated issues while reflecting the unique nature of the United Nations and its central role. In this connection, the Committee notes that the report makes reference to United Nations funds and programmes. The Committee encourages the use of best practices throughout the United Nations system; however, it emphasizes that the special character of the Organization should always be borne in mind when the applicability of principles and practices used in other entities is being considered. The Committee was informed that, if requested, the Secretariat would be in a position to submit such a report by May 2006. An exception would be made in the case of human resources, however, for which a report is already scheduled for September 2006 that could be looked at separately by the General Assembly at the main part of its sixty-first session as part of its off-budget year consideration of human resources issues.**

8. **The detailed report should include all areas covered by the current report of the Secretary-General and should incorporate all the various additional reports now contemplated (with the exception of the report on human resources management issues mentioned above). For each proposal, the detailed report should include:**

- **An indication of any previous similar proposals and how they developed into their current form, with concise references to relevant General Assembly resolutions and decisions and Advisory Committee recommendations**
- **An assessment of the impact of previous and ongoing reforms as they relate to current proposals**
- **Specific cost and administrative implications (including changes to regulations, rules and procedures), with detailed analysis and justification**
- **An explanation of how accountability will be defined and enforced**
- **The projected impact on the enhancement of the effectiveness of the work of the Organization, as well as the return on investment**

- **Projected time lines for implementation**

Such information should also be included in the September human resources management report.

9. Taking the foregoing into account and subject to such guidance as the General Assembly may provide on the various aspects of the report of the Secretary-General, the Advisory Committee puts forward, in the paragraphs below, a number of observations on individual proposals, without prejudice to its future consideration of the detailed report recommended above.

III. Observations on individual proposals

A. Investing in people (proposals 1-4)

10. During the last three bienniums, the Secretary-General has introduced a number of initiatives to improve the way in which the Organization manages and develops its human resources. A number of human resources reforms have been introduced, but much remains to be done. As indicated above, the Advisory Committee will address the proposals on human resources issues in the context of its consideration of the report to be submitted in September 2006. The Committee has commented extensively on human resources policy, especially in the last two bienniums.

11. The Advisory Committee was informed of the intention of the Secretary-General to consult with the staff on human resources management issues. The Committee trusts that such consultations will be carried out in accordance with article VIII of the Staff Regulations and section XVI of General Assembly resolution 59/266.

B. Investing in leadership (proposals 5-7)

12. In proposal 5, the Secretary-General proposes to redefine the role of Deputy Secretary-General and delegate to him or her formal authority and accountability for the management and overall direction of the operational functions of the Secretariat. The Advisory Committee was assured that it was not the intention to diminish the role or responsibilities of the Secretary-General as Chief Administrative Officer of the Organization (see Article 97 of the Charter). **Under the circumstances, the Committee considers that it is up to any individual Secretary-General, within the framework set by the General Assembly in its resolutions 52/12 B and 52/220 (sect. III, para. 3), to determine the functions of the Deputy Secretary-General.**

13. **With regard to proposal 6, the Advisory Committee is of the view that the Secretary-General's successor will need to have a say in any regrouping of departments within the Secretariat as a means of streamlining reporting lines.** Furthermore, the Committee was unable to ascertain from representatives of the Secretary-General what this proposed regrouping would look like or whether there would be fewer Under-Secretaries-General or some other arrangement by which some groups or clusters would have several, with one acting as principal Under-

Secretary-General. **Accordingly, the Committee recommends that the proposal be further developed for the consideration of the next Secretary-General.**

14. **In the view of the Advisory Committee, proposal 7 clearly falls within the purview of the Secretary-General in his role as Chief Administrative Officer of the Organization, unless there are additional financial implications associated with the building up of a cadre of senior and middle managers. In further developing the concept, a clear accountability framework should be drawn up for appropriate action in the case of underperformance or non-performance.** In this connection, the Committee recalls its recommendation in its first report on the proposed programme budget for the biennium 2006-2007 that "there should be a whole range of specific disincentives for failure to perform satisfactorily, up to and including dismissal, as well as incentives for excellent performance" (A/60/7, para. 57).

C. Investing in information and communication technology (proposals 8-10)

15. The Secretary-General notes that there is no integrated system designed to store, search and retrieve information generated at the United Nations, much less to do so rapidly and in real time. Furthermore, he points out that at least six departments have their own information and communication technology units, with no functioning integrating mechanism in place among them (see A/60/692, paras. 50 and 51).

16. Proposal 8 requests General Assembly approval for the creation of the post of Chief Information Technology Officer at the Assistant Secretary-General level. The Advisory Committee recalls that it had recommended the creation of a new senior position of Chief Information Officer in 2003 (see A/58/7, para. 126). The Committee reiterated that recommendation in 2005 when it stated its view that, given the magnitude of the resources the Organization spends on information and communication technology, the creation of a new senior position of Chief Information Officer of the United Nations who would be responsible for developing the information and communication technology strategy, operational policies and procedures and the most appropriate structure for the service, would appear to be justified. The Committee also stressed the importance of appointing to the post an expert with extensive professional expertise in the day-to-day running of a complex information technology system (see A/60/7, para. 112). In addition, the Committee points to the fact that this person would have to deal with the crucial issue of information security and the need for continuity of the business of the Organization. **As to the proposed level of the post, the Committee requests that a detailed description of the envisaged functions of the post form part of the report to be submitted in May 2006 so that an informed decision can be made in this regard.**

17. Proposals 9 and 10 envisage a sustained effort to align information and communication technology priorities with Secretariat performance objectives and, subject to the final results of the soon-to-be-completed feasibility studies, the replacement of the Integrated Management Information System (IMIS), Galaxy and other stand-alone information and communication technology management support systems with a fully integrated global system by 2009. The Secretary-General provides a preliminary estimate of the cost of such a system of approximately $120

million over several years (A/60/692, para. 56). This is presented as a condition for the adoption of the International Public Sector Accounting Standards; the Secretary-General indicates his intention to propose to the General Assembly the adoption of those standards later in 2006 (ibid., para. 75). The Advisory Committee has consistently stressed the need for system-wide coherence and coordination, as well as cost-effectiveness, in this regard (see A/56/7, paras. 90-94, A/59/400, paras. 40-43, and A/60/7, para. VIII.47). Figure 5 of the Secretary-General's report shows the complexity of the current landscape of information and communication technology systems. Costly, incompatible and duplicative systems have proliferated. The Committee notes that such systems as Mercury, Sun, the Field Personnel Management System, Galileo and IMIS, which have certain common inputs and outputs, are not linked by either application interfaces or a common database. Data from one system must be manually recorded in the other systems.

18. **The Advisory Committee stresses that the detailed report to be presented in May should include an assessment of previous investments and take into account problems being experienced by both the Information Technology Services Division and the Communications and Information Technology Service as well as the experience of the United Nations system with recent technological innovation programmes. Details should also be provided on the expected time frame for introduction of the system and arrangements for continuation of the present systems during the transitional period.**

D. Investing in new ways of delivering services (proposals 11-15)

New sourcing options

19. Proposal 11 requests the General Assembly to modify its guidance on outsourcing, as set out in its resolution 55/232, which the Secretary-General describes as being severely restrictive, to allow the Secretariat to consider all options for alternative service delivery, including relocating work to lower-cost duty stations and outsourcing. In proposal 12 it is proposed that a number of cost-benefit analyses be undertaken on relocation, outsourcing and telecommuting opportunities for select administrative services. **In the view of the Advisory Committee, no legislative approval is necessary for the proposed cost-benefit analyses, since such studies are not precluded by General Assembly resolution 55/232. The Committee trusts that such analyses will take into account lessons learned in the United Nations system and expects that the Assembly will be fully informed of the results. With regard to the request of the Secretary-General in proposal 11, should the results of the analyses so indicate, then a case for modification could be made and a proposal with specific details submitted to the Assembly for consideration.**

Strengthening procurement

20. Proposal 13, concerning a swift conclusion of ongoing investigations in the area of procurement, does not require the involvement of the General Assembly. Proposals 14 and 15 concern follow-up action the Secretary-General intends to undertake in response to the findings of investigations currently under way. **These proposals, in the view of the Advisory Committee, require no legislative approval. The Committee looks forward to the comprehensive report outlined**

in proposal 15. However, in view of the fact that much of the work entailed in producing that report has either been completed or is well under way, the Committee requests that the information be included as part of the detailed report to be submitted to the Assembly in May.

E. Investing in budget and finance (proposals 16-18)

21. Proposal 16 deals with the budget process. **In the view of the Advisory Committee, current requirements for scrutiny of the budget do not permit the implementation of the second item under proposal 16 unless the General Assembly decides to significantly change the way in which it considers and approves the regular and peacekeeping budgets.**

22. **With regard to peacekeeping budgets, the Advisory Committee points out that the General Assembly, by its resolution 49/233 A, decided that the financial period for each peacekeeping operation should be from 1 July to 30 June, and the Financial Regulations were amended accordingly. This was decided taking into account the substantial workload of the Assembly, the Advisory Committee and the Secretariat. Practical experience has shown that this arrangement works well and allows the Secretariat the necessary time to prepare and the Advisory Committee and the Fifth Committee adequate opportunity to consider the peacekeeping estimates.**

23. **As to the third item under proposal 16, the Advisory Committee points out that the consolidation of the appropriation lines of the regular budget from 35 sections into 13 parts would, in most cases, increase the flexibility of the Secretary-General to move post and non-post resources by allowing such movement within parts rather than the individual sections. In order to gain a better understanding of the Secretary-General's proposal, the Committee requests that a mock-up of the proposed budget parts be included in the detailed report to be submitted to the Assembly in May. The Committee will comment further at that time.**

24. The fourth item under proposal 16 proposes that posts be approved in aggregate numbers and grouped into four broad grade categories. Upon enquiry, the Advisory Committee was informed that the four categories would be as follows: (a) Under-Secretary-General/Assistant Secretary-General; (b) D-2/D-1; (c) Professional; and (d) General Service and other. This proposal, in fact, amounts to a request for flexibility in the classification of posts. The Committee has consistently supported greater flexibility in this area. In this connection, for example, the Committee recalls its recommendation in paragraph 74 of its first report on the proposed programme budget for the biennium 2004-2005 (A/58/7) that the existing authority for the Secretary-General to reclassify posts be refined so as to provide the ability to reclassify posts from G-1 to G-6 and from P-1 to P-5, provided that the overall number of posts in each grade does not change. This would generally mean that each upward reclassification would have to be offset by the downward reclassification of another post or that posts would be exchanged (e.g., a P-5 in one office would be exchanged for a P-4 in another). **The Committee will make recommendations on this matter when it considers the detailed proposals to be submitted in May.**

25. In the fifth item under proposal 16, authority is requested, within a given budget period, to use the savings from vacant posts, up to a value of 10 per cent of the overall post budget, for emerging priorities or unanticipated activities. In this connection, the Advisory Committee recalls paragraph 53 of General Assembly resolution 56/253, in which the Assembly reaffirmed that the vacancy rate was a tool for budgetary calculations and should not be used to achieve budgetary savings; in paragraph 54 of the same resolution, the Assembly reaffirmed that deliberate management decisions should not be taken to keep a certain number of posts vacant, as that action made the budget process less transparent and management of human and financial resources less efficient. **The Committee requests the Secretary-General to clarify his proposal, especially as concerns the reference to emerging priorities, in the context of the detailed report to be submitted in May 2006.**

26. With regard to the first item under proposal 17 concerning the consolidation of peacekeeping accounts, the Advisory Committee notes that a report on this subject is to be issued in the coming weeks. **The Committee will therefore comment on the matter in the context of its consideration of that report.** The Committee's previous observations on the matter can be found in its general report on peacekeeping operations to the General Assembly at its fifty-seventh session (A/57/772, paras. 20-28).

27. The second item under proposal 17 envisages a new policy to be introduced in July 2006 to govern the streamlined management of trust funds, which would include simplified rules and procedures, the introduction of a single trust fund category and the establishment of a new standard for support costs, which would be lower than the current 13 per cent. The Advisory Committee was informed that an internal review had been completed and that a report was being prepared. **The Committee requests that the report on this proposal be included in the detailed report to be submitted to the Assembly in May. As indicated in paragraph 8 above, the report should include appropriate reference to what has been done in the past on this matter.**

28. The third item under proposal 17 requests that the ceiling of the commitment authority granted by the General Assembly for peacekeeping operations be increased from $50 million to $150 million. **The Advisory Committee points out that clear and convincing justification is needed before an increase could be considered; this should be included in the detailed report to be submitted in May.**

29. **The Advisory Committee is of the view that the proposal to increase the level of the Working Capital Fund (proposal 17, fourth item) for the regular budget from $100 million to $250 million is a policy decision for the General Assembly to make.**

30. The Advisory Committee notes that in accordance with financial regulations 3.2, 5.3 and 5.4, budget surpluses are usually surrendered at the end of the financial period to which they relate. Accordingly, the proposal to retain surpluses for use in subsequent periods (proposal 17, fifth item) would require amendments to the Financial Regulations. **The Committee expects a full analysis of the changes that would be necessary, which should be presented in the detailed report to be submitted in May.**

31. The Advisory Committee has commented on numerous occasions concerning proposals to establish a separate fund to cover unanticipated expenditures arising from exchange rate fluctuations and inflation and has pointed out a number of difficulties with the idea of financing the reserve fund from the outset through an assessment on all Member States. The Committee has pointed out that this would not give Member States a more precise idea of the final total amount to be paid than is currently the case and, in addition, would result in advance payment for requirements that might or might not materialize (see A/44/729). In its first report on the proposed programme budget for the biennium 2006-2007 (A/60/7 and Corr.1), the Committee reiterated its past position on the matter and recommended the continuation of the current system, whereby requirements are adjusted annually on the basis of the most recent forecast by the Secretary-General of inflation and exchange rates.

32. **The proposal that interest should be charged on arrears in a Member State's assessed contributions (proposal 17, seventh item) is, in the view of the Advisory Committee, a policy matter to be decided by the General Assembly with the advice of the Committee on Contributions.**

33. **The Advisory Committee welcomes the Secretary-General's proposal to increase attention to performance evaluation and reporting (proposal 18), as this area has been a weak link in the budgetary process. The Committee looks forward to seeing a detailed implementation plan for this proposal, which should be presented in the report recommended above.**

F. Investing in governance (proposals 19-21)

34. In connection with the proposal for a single annual report including comprehensive financial and programme information (proposal 18, last item, and proposal 19, first item), the Advisory Committee recalls its statement in paragraph 18 of its first report on the programme budget for the biennium 2004-2005 (A/58/7) that:

> the current practice of reporting on programme and financial performance separately and on separate cycles needs to be reformed to make it consistent with and supportive of results-based budgeting. The Committee therefore recommends that a single report be issued that would cover both programme and financial performance for the same period. Such reports should be available for use during the formulation and consideration of the proposed programme budget.

The Committee requests that a mock-up of the single comprehensive annual report, including a proposed calendar for its consideration, be provided in the detailed report to be submitted to the General Assembly in May.

35. In relation to the second item of proposal 19, the Advisory Committee was provided, upon request, with additional details concerning the existing reports on management and finance issues that are proposed for consolidation into six reports. **That information should be finalized and included in the detailed report to be submitted in May.**

36. **The detailed policy proposal containing new rules on public access to United Nations documentation, which is to be submitted in May (proposal 19, last item) should form part of the detailed report to be submitted in May.**

37. **As regards proposals 20 and 21, the General Assembly is the competent body to deal with those issues.**

G. Investing in change (proposals 22 and 23)

38. In proposals 22 and 23, the Secretary-General indicates that resources will be needed at an early stage for a change management office and for a staff buyout. **The Advisory Committee will comment on those proposals when they are developed. The presentation of proposals should include relevant experiences in the United Nations system, as well as a set of criteria for potential recipients of the buyout. In making a proposal on change management, capacity and expertise already available in the Secretariat should be taken into account.**

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Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

United Nations reform: measures and proposals

Follow-up to the outcome of the Millennium Summit

Review of the efficiency of the administrative and financial functioning of the United Nations

Proposed programme budget for the biennium 2006-2007

Scale of assessments for the apportionment of the expenses of the United Nations

Human resources management

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Investing in the United Nations: for a stronger Organization worldwide

Report of the Advisory Committee on Administrative and Budgetary Questions

Corrigendum

The agenda items should read as above.

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United Nations

A/60/736

General Assembly

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Sixtieth session
Agenda item 45
Follow-up to the outcome of the twenty-sixth special session: implementation of the Declaration of Commitment on HIV/AIDS

Declaration of Commitment on HIV/AIDS: five years later

Report of the Secretary-General

Summary

The present report provides an update on progress in the global AIDS response since the 2001 special session, identifies critical challenges that must be addressed and makes urgent recommendations to strengthen efforts at the global, regional and country levels.

The report is based on data supplied by countries on the complete set of core indicators developed by the Joint United Nations Programme on HIV/AIDS (UNAIDS) to monitor implementation of the Declaration of Commitment on HIV/AIDS. Nearly 120 country progress reports have been submitted that update the data provided by countries in 2003. These have been supplemented by over 30 reports from civil society, as well as by national and global surveys and coverage estimates for specific programmatic interventions.

Five years after the 2001 special session, the available evidence underscores the great diversity among countries and regions in implementing the response envisioned in the Declaration of Commitment on HIV/AIDS. While certain countries have reached key targets and milestones for 2005 as set out in the Declaration, many countries have failed to fulfil the pledges.

The central message of the present report is that a quarter of a century into the epidemic, the global AIDS response stands at a crossroads. The important progress made against AIDS since the special session — particularly in terms of greater resources, stronger national policy frameworks, wider access to treatment and prevention services and broad consensus on the principles of effective country-level action — provides a solid foundation on which to build a comprehensive full-scale response. In effect, for the first time ever the world possesses the means to begin to reverse the global epidemic. But success will require unprecedented willingness on

06-28416 (E) 130406

the part of all actors in the global response to fulfil their potential, embrace new ways of working with each other and be committed to sustaining the response over the long term.

Failure to urgently strengthen the AIDS response will mean that the world will achieve neither the 2010 targets of the Declaration of Commitment nor Millennium Development Goal 6. And without major progress in tackling AIDS, global efforts to achieve the Millennium Development Goals of reducing poverty, hunger and childhood mortality will similarly fall short of agreed targets. Countries whose development is already flagging because of AIDS will continue to weaken, potentially threatening social stability and national security.

I. Introduction

1. When the AIDS epidemic was first detected 25 years ago, few could have imagined the devastating impact it would have on our world. To date, more than 65 million people have been infected with HIV, more than 25 million people have died and nearly 1 in 20 children in sub-Saharan Africa have been orphaned by AIDS. AIDS is now the world's leading cause of premature death among both men and women aged 15 to 59. Among the 40 million people currently living with HIV, more than 95 per cent are in developing countries. In the hardest-hit countries the very foundations of society, governance and national security are being eroded, stretching traditional safety nets to the breaking point and leading to social and economic repercussions that are likely to span generations.

2. The *Human Development Report 2005*[1] identified AIDS as having inflicted the single greatest reversal in human development. Still in its early stages, the pandemic is rapidly globalizing, affecting new countries as well as new populations within countries where the epidemic is already well established. The AIDS burden is growing especially severe for women and girls. Not only is AIDS an unprecedented public health challenge, it represents a profound threat to prospects for poverty reduction, child survival and economic development.

3. The special session of the General Assembly on HIV/AIDS, held in June 2001, represented a landmark in global efforts to respond to the AIDS crisis. For the first time in the history of the epidemic, leaders from 189 Member States committed to mounting an unprecedented, long-term, comprehensive response to HIV, as measured by a series of time-bound targets set out in the Declaration of Commitment on HIV/AIDS (resolution S-26/2). In the years following the special session, the Declaration of Commitment has galvanized global action, strengthened advocacy by civil society and helped guide national decision-making.

4. Much has been accomplished. Total financing for HIV programmes in developing countries increased more than fourfold between 2001 and 2005. The number of people on antiretroviral therapy has increased fivefold, and a comparable rise has occurred in the number who chose to learn their HIV serostatus. More and more countries have made headway against their epidemics through prevention efforts, including Cambodia, Kenya and Zimbabwe, where surveillance has documented notable declines in the prevalence of HIV. Reflecting a powerful desire to use every available AIDS dollar as effectively as possible, a strong global consensus has coalesced around the "three ones" principles for effective country-level action on AIDS, which call for all actors to align their activities with nationally owned and determined national strategies and coordinating mechanisms. Efforts against the pandemic have strengthened to the degree that the global community has now committed to a common endeavour to massively scale up essential HIV prevention, treatment, care and support services, and come as close as possible to universal access to treatment by 2010.

5. Yet the epidemic continues to outpace the global response. In 2005 there were more new infections and more AIDS deaths than ever before. Despite recent gains, only about one in five people in low- and middle-income countries who need antiretroviral drugs are currently obtaining them, and the number of people who require such therapy will continue to rise just from those already infected. In many countries, progress in scaling up proven HIV prevention methods appears to have

stalled. Key prevention services, such as focused behaviour change programmes for highly vulnerable and at-risk populations, and services to prevent mother-to-child HIV transmission currently reach fewer than 10 per cent of those who need them.

6. Five years after the 2001 special session, the available evidence underscores the extraordinary diversity between countries and regions in implementing the response envisioned in the Declaration of Commitment. While select countries have reached key targets and milestones for 2005, set out in the Declaration of Commitment, many countries have failed to fulfil the pledges specified in the Declaration. Some countries have made great strides in expanding access to treatment but have made little progress in scaling up HIV prevention programmes, while other countries that are now experiencing a reduction in national HIV prevalence are making only slow progress to ensure that treatment is available to those who need it. Overall progress towards the agreed global targets for 2005 is set out in the table below. The size of the range on almost every indicator reflects the diversity of performance across countries.

7. Unless the AIDS response becomes substantially stronger, more strategic and better coordinated, the world will not achieve the 2010 targets of the Declaration of Commitment and countries most affected by AIDS will fail to achieve the Millennium Development Goals of reducing poverty, hunger and childhood mortality. Indeed, countries whose development is already flagging because of AIDS will continue to weaken, potentially threatening social stability and national security.

8. A quarter-century into the epidemic, the global AIDS response stands at a crossroads. Because of the stronger response mobilized since the special session, for the first time ever the world possesses the means to begin to reverse the global epidemic in the next 10 years. Expanding available prevention strategies worldwide would avert more than half of all HIV infections projected to occur between 2005 and 2015 and save $24 billion in associated treatment costs.[2] Mounting a comprehensive response to reverse the epidemic will require significantly greater resources to scale up evidence-based strategies, unprecedented commitment to tackling obstacles to success and new ways of doing business among key actors. With 14,000 new infections and 8,000 deaths occurring daily, time is of the essence.

Progress towards Declaration of Commitment on HIV/AIDS global targets: low- and middle-income countries, 2005

Global results	*Global targets*
Total annual expenditure	
$8,297,000,000	
Estimated range: $7.4 billion-$8.5 billion	$7.0-$10.0 billion
Percentage of youth aged 15-24 who correctly identify ways of preventing HIV transmission	
Males 11% (Country range: 7%-50% coverage)	90% coverage
Females 20% (Country range: 8%-44% coverage)	
Percentage of HIV-positive pregnant women receiving antiretroviral prophylaxis	
9% (Country range: 1%-59% coverage)	80% coverage
Percentage of people with advanced HIV infection receiving antiretroviral therapy	
20% (Country range: 1%-100% coverage)	50% coverage
1,300,000 persons on treatment	3 million by 2005
Percentage of young men and women aged 15-24 who are HIV-infected	
Women: 4.1% (Measure of uncertainty: 3.2%-5.1%)	
Men: 1.6% (Measure of uncertainty: 1.2%-2.0%)	25% reduction in most-affected countries
No comparable global data on this age cohort is available from 2001. Progress towards target can only be measured in individual countries.	
Estimated percentage of infants born to HIV-infected mothers who are infected in 2005	
26% (in countries with generalized epidemics)	
There has been an estimated 10% reduction in HIV transmission between 2001 and 2005	20% reduction

II. Key findings and recommendations

9. At the request of the General Assembly (see resolution 60/224), the present report provides an update on progress in the global AIDS response since the 2001 special session, identifies critical challenges that must be addressed and makes urgent recommendations to strengthen AIDS efforts at the global, regional and country levels. Much of the information in the report is derived from data supplied by countries with respect to core indicators developed by UNAIDS and its research partners to monitor implementation of the Declaration of Commitment. Nearly 120 country progress reports update the data provided by countries in 2003, permitting identification of trends against the core indicators. To obtain the fullest possible picture on progress in the global response since the special session, country reports

have been supplemented by information provided by civil society in more than 30 reports, as well as by national and global surveys and by coverage estimates for specific programmatic interventions.

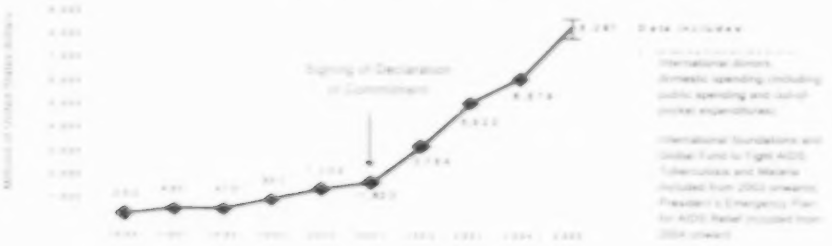
10. Key findings of the report include the following:

(a) In most countries, a strong foundation now exists on which to build an effective AIDS response. A total of 90 per cent of reporting countries now have a national AIDS strategy, and 85 per cent have a single national body to coordinate AIDS efforts. In nearly 40 developing countries, the national AIDS response is now personally led by heads of Government or their deputies;

(b) Financial resources for AIDS have significantly increased, but more funding will be needed to support a response capable of reversing the epidemic. The pace of increase in AIDS resources has accelerated since the special session, as demonstrated in figure I below. In 2005, approximately $8.3 billion was spent on AIDS programmes in low- and middle-income countries, reaching the financing target in the Declaration of Commitment of between $7 billion and $10 billion;

Figure I

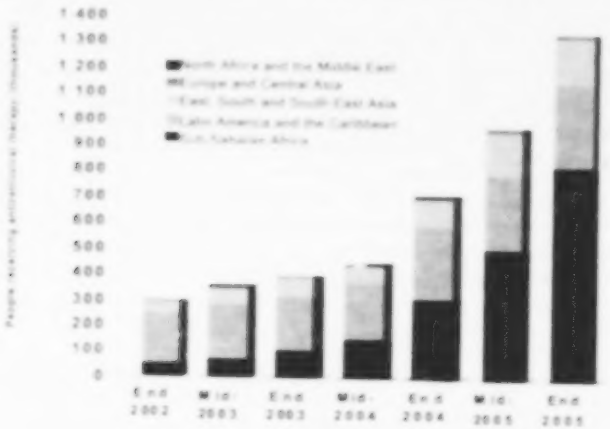
Estimated total annual resources available for AIDS, 1996-2005



(c) Treatment access has greatly expanded, although such efforts have fallen short of global goals. Although the world fell short of the global goal of having 3 million people on antiretroviral treatment by the end of 2005, the "3 by 5" initiative conclusively demonstrated the feasibility of administering antiretroviral drugs in resource-limited settings, with 1.3 million people in developing countries now benefiting from access to such drugs (see figure 2). Twenty-four countries have met or exceeded the "3 by 5" target of 50 per cent coverage of those in need of treatment;

Figure 2

Number of people receiving antiretroviral therapy in low- and middle-income countries, end 2002 to end 2005



(d) Some countries have dramatically increased access to HIV prevention programmes. In more than 70 countries surveyed, utilization of testing and counselling services quadrupled in the past five years from roughly 4 million in 2001 to 16.5 million in 2005. A total of 74 per cent of primary schools and 81 per cent of secondary schools in 58 countries that provided reporting data now provide AIDS education. Some countries have achieved nearly 70 per cent coverage of pregnant women, with services to prevent mother-to-child transmission (though the global average is only 9 per cent). Blood for use in transfusions is now routinely screened for HIV in most countries;

(e) Despite progress in expanding access to HIV prevention and treatment, the epidemic continues to worsen, especially among women and young people. Whereas AIDS once primarily affected men, women now represent half of all people living with HIV, including nearly 60 per cent in Africa. Over half of all new HIV infections are in young people aged 15 to 24. In parts of Africa and the Caribbean, young women (15-24) are up to six times more likely to be HIV-infected than young men;

(f) HIV prevention programmes are failing to reach the populations most at risk. Only 9 per cent of men who have sex with men received any type of HIV prevention service in 2005, with service coverage ranging from 4 per cent in Eastern Europe and Central Asia to 24 per cent in Latin America and the Caribbean. Among people who inject drugs, fewer than one in five received HIV prevention services, with especially low coverage (10 per cent) reported in Eastern Europe and Central Asia, where drug use is driving the rapid expansion of HIV. Twenty-four countries reported on the percentage of sex workers reached by any prevention programmes, of which nine achieved coverage rates greater than 50 per cent. Nineteen countries reported that more than 50 per cent of sex workers had used a condom with their last client. Even though the data indicate that coverage of prevention programmes is

higher in sex workers than in men who have sex with men and injecting drug users, additional efforts are critical to ensure an adequate rate of coverage in all three groups;

(g) HIV prevention efforts remain notably inadequate for young people, who account for half of all new infections, but there is still evidence of positive behaviour change. Although the Declaration of Commitment provided that 90 per cent of young people would be knowledgeable about HIV by 2005, surveys indicate that fewer than 50 per cent of young people are properly educated about HIV. On a more encouraging note, the percentage of young people having sex before the age of 15 declined and condom use increased between 2000 and 2005 in 9 of 13 sub-Saharan countries studied;

(h) Stigma and discrimination are key barriers to HIV prevention, treatment and support programmes. Stigma is an especially serious obstacle to the success of HIV prevention programmes, including services for vulnerable populations and for preventing mother-to-child transmission. According to over 30 civil society reports, stigma and discrimination against people living with HIV are pervasive. Women typically experience the most severe stigma and discrimination;

(i) The AIDS response is insufficiently grounded in the promotion, protection and fulfilment of human rights. Half of the countries submitting reports to UNAIDS noted the existence of policies that interfere with the accessibility and effectiveness of HIV-related measures for stigmatized populations. Legal systems in many countries also fail to provide adequate protection to children affected by HIV/AIDS and elderly caregivers. Even where legal protections exist, the capacity to put them into practice is often very weak;

(j) National Governments, international partners and communities are failing to adequately provide care and support for the 15 million children orphaned by AIDS and for millions of other children made vulnerable by the epidemic. Although most heavily affected countries in sub-Saharan Africa have national policy frameworks for children made vulnerable by AIDS, less than 1 in 10 of such children are reached by basic support services.

11. Key recommendations of the present report include:

(a) Government:

- At the national level: Governments must lead and take greater accountability for the national response, allocating substantially greater resources themselves, actively promoting inclusion of all sectors of society and vigorously working to promote HIV awareness and alleviate stigma. All national programmes should have effective communication strategies to help raise awareness and reduce stigma. Health workers should be more vigorously involved in these efforts.

- At the international level: In addition to providing substantially to the financing of AIDS responses in many low-income countries, especially in sub-Saharan Africa, donors should work to ensure stability of funding through long-term financial commitments and permit flexibility in how the funds are spent to reflect evolving priorities. Adherence to the "three ones" principles and movement towards universal access are critical.

(b) Civil society. People living with HIV and other members of civil society, including faith-based organizations, business, labour and the private sector, must be equal partners in the development, implementation and monitoring of the national response. Governments and donors should prioritize initiatives to build and sustain the capacity of community organizations and networks of people living with HIV to respond to the epidemic.

(c) United Nations system. The United Nations system must fully leverage its unique potential to support countries in implementing and expanding effective national responses. The United Nations must be more accountable for its own activities as well as taking bolder actions to promote the fulfilment by countries and donors of their pledges and commitments. It also must perform better with strategic country coordination of the diverse multilateral partners, particularly through the establishment of joint country AIDS teams.

III. Five years after the Declaration of Commitment: a progress report

12. In the five years since the endorsement by the General Assembly of the Declaration of Commitment on HIV/AIDS, more than 20 million people have become infected with HIV, including roughly 3 million infants who contracted HIV during gestation or birth or as a result of breastfeeding. Since 2001, the epidemic has continued to expand in all regions, although it has begun to stabilize at extraordinarily high levels in some African countries. In recent years, the burden of the epidemic on women has increased notably, with women now representing half of all people living with HIV and nearly 60 per cent of all infections in Africa. Among young people in Africa, women constitute a staggering 77 per cent of new HIV infections.[3]

13. Envisioning a response that is truly comprehensive, the Declaration of Commitment on HIV/AIDS sets out time-bound targets for HIV prevention measures, care and treatment of people living with HIV, support for children affected by HIV/AIDS and interventions to mitigate the impact of the epidemic on households, communities and key sectors of society. The Declaration of Commitment envisions a global response to AIDS that is grounded in human rights and gender equality, as well as recognition of the factors that increase vulnerability to HIV.

14. In the past five years, the world has recorded major progress in some key aspects of the global AIDS response, but with inadequate progress on other critical fronts. In general, the strengthened global response, while heartening, is nevertheless being rapidly outpaced by the epidemic itself.

Leadership

15. The Declaration of Commitment provides that all countries will develop and implement sound national multisectoral AIDS strategies, integrate their HIV response into the mainstream of development planning and ensure the full and active participation of civil society, the business community and the private sector.

16. Almost 90 per cent of countries report having in place a multisectoral strategic framework to guide the national AIDS response, and 81 per cent have a national

HIV coordinating body. While almost 80 per cent of countries with national strategies report having mainstreamed AIDS in standard development instruments, only 56 per cent of the 32 countries with high HIV prevalence have evaluated the impact of the epidemic on national economic development. In many countries, multisectoral plans have yet to be converted into broad-based action, with programme implementation and budgetary allocations for AIDS often still heavily concentrated in the health sector.

17. In most countries, civil society groups surveyed by UNAIDS say the national Government has made progress in increasing the engagement of non-governmental sectors in the development, implementation and oversight of the national HIV response. In several countries in Africa, Asia and Europe, however, civil society actors say they have not been adequately involved in the national response. Civil society engagement is greatest with respect to HIV planning and budgeting, but less apparent in the monitoring of national efforts and virtually absent in the review of national strategies in one third of countries. In roughly one in four countries, services delivered by civil society groups are not integrated into the national HIV coordination mechanism. In many countries faith-based organizations are responsible for a large share of health care and education but are often not included or consulted when national plans and strategies are made.

18. Although the number of private companies expecting AIDS to have an impact on their business in the next five years increased from 37 per cent to 46 per cent between 2004/05 and 2005/06, only 6 per cent of private firms worldwide have a written HIV policy. In countries where HIV prevalence exceeds 20 per cent, a majority of companies (58 per cent) have written policies. While it is encouraging that HIV action by the business sector primarily focuses on HIV prevention, it is lamentable that fewer firms are making provisions for the delivery of antiretroviral drugs, especially where public sector services do not exist or cannot fully meet the need.

19. Key regional political bodies throughout the world have prioritized efforts to improve regional commitment and coordination on AIDS. At the global level, AIDS has remained near the top of the global political agenda. In both the 2005 World Summit Outcome (resolution 60/1) and the Gleneagles Communiqué of the Group of Eight industrialized countries, world leaders formally embraced the goal of getting close to universal access to HIV prevention, care and treatment. In its 2006 Doha Declaration, the Group of 77 and China called for enhanced South-South cooperation to implement prevention, treatment, care and support measures.

Prevention

20. Citing HIV prevention as the "mainstay of our response", the General Assembly, in its Declaration of Commitment on HIV/AIDS, called for a 25 per cent reduction in HIV prevalence among young people (aged 15-24) in the most affected countries by 2005, as well as a 20 per cent reduction in the proportion of infants infected with HIV. According to the Declaration, 90 per cent of all young people (aged 15-24) were to have access to vital HIV prevention information, education and services, including life skills education, in 2005.

21. Since the 2001 special session, progress has been made globally in HIV prevention. Efforts to provide HIV prevention education for young people have achieved the following results:

(a) Eighty-five per cent of countries (78 reporting) have a policy or national HIV/AIDS strategy in place to promote HIV-related sexual health education for young people. The remaining challenge is to ensure effective implementation of educational programmes that are tailored to the needs of young people and offered in a manner that motivates young people to reduce their risk of infection;

(b) Eight-one per cent of countries (58 reporting) include AIDS education in the secondary school curriculum, with 74 per cent providing AIDS education as part of the primary school curriculum. The percentage of schools where trained teachers actually delivered AIDS educational sessions in the past year varies widely among reporting countries (from 3 per cent to 100 per cent). Among the 21 countries having comprehensive coverage data, only 9 reported having delivered AIDS education to more than 50 per cent of young people in 2005;

(c) Young peoples' knowledge of HIV remains inadequate. Available information indicates that the world is falling short of the aim of reaching 90 per cent of young people with accurate HIV-related information. In 18 countries (14 in sub-Saharan Africa and 1 each from Asia, Eastern Europe, Latin America and North Africa) in which young people (aged 15-24) were surveyed between 2001 and 2005, fewer than 50 per cent had an accurate understanding of HIV, with young men having a higher level of knowledge than young women in all but one country;

(d) On a more encouraging note, the percentage of young people having sex before age 15 declined between 2000 and 2005 in 9 of 13 sub-Saharan countries for which such information was available;

(e) Little or no change has been observed in the frequency of sexual activity with casual or non-marital partners over the past year. The percentage of young women and men reporting sex with a casual partner over the past year varies tremendously by country, region and gender;

(f) Condom use among sexually active 15- to 24-year-olds appears to have increased according to information provided by 11 countries in sub-Saharan Africa. Notable exceptions were Rwanda and Uganda, where condom use by young men actually decreased. As in other aspects of young people's sexual behaviour, there is tremendous variation in rates of condom use by country, region and gender;

(g) Counselling and testing to provide individuals with critical information on their HIV status is improving. In more than 70 countries surveyed, access to testing and counselling services, both voluntary counselling and testing and routine offers of testing within and outside health facilities, has quadrupled in the past five years, from over 4 million in 2001 to 16.5 million in 2005;

(h) HIV prevalence is perhaps the most telling sign of global progress in HIV prevention. UNAIDS is undertaking additional data collection and analysis to determine whether the world has satisfied the Declaration's 2005 target of reducing HIV prevalence by 25 per cent among young people in the most affected countries. Among 11 sub-Saharan African countries for which reliable epidemiological evidence is available for both 2000-01 and 2004-05, 6 reported a decline of 25 per cent or more among pregnant women (aged 15-24) living in capital cities.

22. Generally, however, HIV prevention efforts remain far too weak to slow the expansion of the epidemic. On average in 2005, a condom was used in only an estimated 9 per cent of risky sex acts globally. Access to condoms may be one

limiting factor. The United Nations Population Fund estimates that the gap between supply and demand for condoms in 2005 was 8 to 10 billion, or roughly 50 per cent. While condom use increased among young people in most sub-Saharan African countries surveyed, the overall frequency of condom use remains below 50 per cent in most countries, with fewer females than males reporting condom use during intercourse with a non-regular partner.

23. Compared to antiretroviral treatment coverage, which increased threefold between 2003 and 2005, the percentage of pregnant women offered HIV prevention services increased from 8 per cent to 9 per cent in 2005. The overall percentage of HIV-infected pregnant women actually receiving antiretroviral prophylaxis increased from 3 per cent to 9 per cent in the same period. Due to the absence of prevention services, 1,800 infants become infected with HIV each day. As with other HIV prevention services, there is striking variation in coverage among countries, with Botswana, for example, reaching at least 50 per cent of all HIV-infected pregnant women with prevention services.

24. Numerous factors hinder the implementation of proven prevention measures. First and foremost, the enduring stigma associated with HIV and with the behaviours that facilitate HIV transmission often discourages national decision makers from pursuing sound public health policies while also deterring individuals at risk from learning their HIV serostatus or accessing prevention information and services. In addition, the low status accorded women in many countries renders them highly dependent on relationships that put them at risk of HIV infection. In many parts of the world, married women cannot abstain from sex, insist that their husband use a condom during sexual intercourse or demand their husband's fidelity. Human trafficking and cultural practices such as genital cutting also increase the vulnerability of many women to HIV infection.

25. With the aim of reinvigorating the global AIDS prevention effort, the UNAIDS Programme Coordinating Board endorsed a new global AIDS prevention policy in 2005 set out in a paper entitled "Intensifying HIV prevention". The paper identifies specific programmatic and policy actions that all countries should adopt as part of their national HIV prevention strategies. It recognizes that effective HIV prevention requires not only the delivery of programmes and technologies to reduce risk but also broader social and cultural changes to reduce vulnerability. To be effective, HIV prevention efforts must be grounded in what we know works, achieve sufficient coverage, scale and intensity, be sustained over time, include the views and priorities of young people themselves, and move beyond the health sector, involving diverse sectors of society.

Care, support and treatment

26. Recognizing that care, support and treatment are fundamental elements of an effective response, the Declaration of Commitment on HIV/AIDS provides that countries will implement national treatment strategies and increase access to comprehensive care. In July 2002, the World Health Organization (WHO) and UNAIDS unveiled the "3 by 5" initiative, which was launched in December 2003. It had as its goal placing 3 million people in developing countries on antiretroviral drugs by the end of 2005. Although the initiative fell short of its target, it galvanized global efforts to deliver life-preserving treatments in resource-limited settings.

engaging all national Governments, leading donors, multilateral agencies, private industry and civil society.

27. Since the "3 by 5" initiative was launched in 2003, the number of people on antiretroviral drugs in low- and middle-income countries more than tripled, to 1.3 million. The number of people receiving antiretrovirals in sub-Saharan Africa increased eightfold over the two-year period covered by the initiative. Twenty-four countries achieved the target of providing treatment to at least half of those in need. The initiative definitively demonstrated that administration of antiretroviral drugs is feasible in resource-limited settings, that rates of treatment adherence in developing countries are as good or better than those reported in high-income countries and that a streamlined public health approach helps to expedite the introduction of complex therapies. As a result of increased treatment access, between 250,000 and 350,000 deaths were averted worldwide in 2005.

28. AIDS treatment sites are ideal venues for the delivery and reinforcement of HIV prevention, and emerging evidence indicates that prevention programmes specifically designed for people living with HIV are effective in reducing the incidence of risky behaviour.

29. As at December 2005, the Global Fund to Fight AIDS, Tuberculosis and Malaria was supporting the delivery of antiretroviral therapy to 384,000 people, and the United States President's Emergency Plan for AIDS Relief has exceeded its projected pace of treatment scale-up, providing antiretroviral drugs to more than 400,000 people as at December 2005.

30. In addition to its multi-country AIDS programme, the World Bank launched a $60 million treatment acceleration project in 2004/05, with initial grants for expedited treatment scale-up provided to Burkina Faso, Ghana and Mozambique. The private sector is also contributing to treatment scale-up, delivering antiretroviral drugs to 60,000 people in South Africa alone. Faith-based organizations provide the majority of antiretrovirals in several countries. WHO has played a central role in helping countries to implement and expand antiretroviral treatment programmes through the pre-qualification of drugs, the provision of information on pricing, linking of AIDS treatment programmes to other health initiatives and implementation of a global surveillance system to monitor antiretroviral drug resistance.

31. To date, evidence has failed to detect significant gender inequities in access to antiretroviral drugs, although experience indicates that women often confront unique obstacles to treatment adherence. Some populations clearly are not adequately reaping the benefits of increased treatment access. In Eastern Europe and Central Asia, where injecting drug users account for more than 70 per cent of all people living with HIV, they make up less than 25 per cent of people on antiretroviral therapy.

32. Children have also not benefited appreciably so far. Diagnosing HIV in children is frequently complicated in resource-limited settings, and the optimal time to initiate treatment is often not apparent. Moreover, there are few formulations of antiretroviral drugs suitable for use in children, and those that are available tend to be much more expensive than adult regimens. In October 2005, the Secretary-General, with the United Nations Children's Fund, UNAIDS and others, launched "Unite for children, unite against AIDS", a child-focused global campaign that aims

in part to improve access to paediatric AIDS treatment. While major challenges exist, there is reason for optimism that the availability and affordability of paediatric formulations and much-needed diagnostics for infants and children will increase in the near future.

33. Comprehensive AIDS treatment and care involves more than antiretrovirals, encompassing the treatment of opportunistic infections, proper food and nutrition, psychosocial care and other essential health and social services. In many countries, treatments for common opportunistic infections are frequently unavailable. Individuals co-infected with HIV and tuberculosis often find it difficult to access a comprehensive health service package that addresses the needs of both diseases. Cotrimoxazole, a drug that costs as little as $0.03 a day to prevent life-threatening opportunistic infections, is currently not available to an estimated 4 million children who need it.

34. To scale up towards universal access, workable strategies are needed to overcome obstacles that have thus far slowed the pace of treatment scale-up. For example, far too few people at risk of infection currently know their HIV serostatus, leading several countries to undertake new strategies to promote HIV counselling and testing, including the routine offer of an HIV test to patients in health-care settings and door-to-door visits from public health workers to increase the utilization of rapid testing.

Human rights, stigma and discrimination

35. The Declaration of Commitment on HIV/AIDS emphasizes the centrality of human rights and fundamental freedoms in an effective AIDS response. The Declaration calls upon countries to enact legislation barring discrimination against people living with HIV and against vulnerable and at-risk populations. By 2005 countries should have developed national strategies to promote the advancement of women, ensure services for women and girls to protect themselves against HIV and eliminate all forms of discrimination against them. Most countries (82 per cent) have a policy in place to ensure equal access, between men and women, to prevention and care. In reality, however, social, legal and economic factors impede women's ready access to vital services.

36. Between 2003 and 2005, there appears to have been some improvement in the integration of a human rights approach in national HIV efforts, although human rights protections remain far too weak and fragmented to support a comprehensive and optimally effective HIV response. In 16 of 18 countries surveyed from sub-Saharan Africa, the Asia-Pacific region, Eastern and Western Europe and North Africa, national reports cited improvement in policies, laws and regulations in place to promote and protect human rights. Several reports indicate, however, that many such national laws have not been implemented or rigorously enforced, often because of a lack of adequate budget allocations for human rights monitoring.

37. Almost half of countries submitting data to UNAIDS report the existence of laws that may hinder the delivery of HIV prevention and treatment services to vulnerable and at-risk populations. Examples include the criminalization of consensual sexual contact among adults of the same gender, legal impediments to syringe exchange or substitution therapy and use of residency status to restrict access to services.

Reducing vulnerability

38. Recognizing that poverty, social marginalization and discrimination create conditions that increase vulnerability to HIV, the Declaration of Commitment on HIV/AIDS provides that countries will implement national policies and programmes to promote and protect the health of populations at greatest risk of HIV infection. Both independent surveys and information supplied to UNAIDS by low- and middle-income countries themselves indicate that national efforts are not sufficiently prioritizing the delivery of essential, life-preserving interventions to those at greatest risk.

39. According to multiple service coverage surveys, targeted, community-based HIV prevention services reached only 36 per cent of sex workers, with coverage ranging from 8 per cent in Eastern Europe and Central Asia to 39 per cent in South-East Asia. Community-based prevention programmes reached on average only 9 per cent of men who have sex with men, ranging from 1 per cent in Eastern Europe and Central Asia to 22 per cent in Latin America and the Caribbean.

40. The world's 9 million refugees and 25 million internally displaced persons are often highly vulnerable to HIV and other health threats but frequently suffer from the disruption of support networks and service systems caused by conflict and other humanitarian emergencies. The Office of the United Nations High Commissioner for Refugees and its partners are providing voluntary testing and counselling in more than 30 refugee camps in 11 countries, as well as services to prevent mother-to-child transmission in at least 20 refugee camps in 6 countries. A total of 86 per cent of countries have in place an AIDS strategy for uniformed services, up from 78 per cent in 2003.

Children orphaned and made vulnerable by HIV/AIDS

41. Data from high-prevalence countries indicate some progress in the development of child-focused policy frameworks on AIDS but substantially less success in delivering essential services to children orphaned or made vulnerable by AIDS. Among 26 countries in sub-Saharan Africa, 22 report that they have national policies in place to address the additional HIV and AIDS-related needs of orphans and other vulnerable children, although country reports, on average, rate the level of national commitment to these vulnerable children as 5 or below on a scale of 1 to 10. Among the 18 countries with national policies, 14 report having reduced or eliminated school fees for AIDS-affected children and having implemented community-based programmes to support orphans and other vulnerable children. Countries are increasingly opting for strategies that aim to address the needs of all vulnerable children, as targeting children living with HIV for special services may be stigmatizing and therefore counterproductive.

42. Although there has been some improvement in rates of school attendance, orphans (aged 10-14) continue to lag behind non-orphans. In sub-Saharan Africa, 70 per cent of non-orphaned children who live with at least one parent currently attend school, in comparison with 62 per cent of children who have lost both parents. Only 19.5 per cent of street children are being reached by outreach services. Overall, the limited data available indicate that fewer than 10 per cent of households supporting children orphaned or made vulnerable by AIDS are reached by community-based or public sector support programmes.

Research and development

43. In the past five years, important progress has been made in research on and development of new HIV-prevention methods. In 2005, a clinical trial in South Africa found that adult male circumcision reduced the risk of sexual infection to men by 60 per cent over the 18-month study period. Two other large-scale trials of adult male circumcision are under way to confirm the South African results, to identify optimal circumcision methods and to test whether circumcision might also offer a degree of protection to women.

44. Development of an effective microbicide would significantly strengthen HIV-prevention efforts by offering women an unobtrusive prevention method that is under their control. The number of microbicide candidates in some stage of active development increased from 10 in 2002 to more than 20 in 2005, including five candidates currently in late-stage clinical trials. Public and philanthropic spending on research on and development of microbicides increased from $47.4 million in 2001 to an estimated $163.4 million in 2005.

45. Progress in the search for a vaccine has been slow, and leading scientists protect that it is likely to be a decade or more before a preventive vaccine is available for widespread use. The Global HIV Vaccine Enterprise, an alliance of independent entities dedicated to enhanced collaboration on AIDS vaccines, published in 2005 a strategic scientific plan that is intended to guide the actions and resource allocations of key actors in the field. Public and philanthropic expenditure on HIV vaccine research and development increased from $366 in 2001 to $627 million in 2005.

Resources

46. Ten years ago, when UNAIDS became operational, the world spent less than $300 million on HIV programmes. The Declaration of Commitment on HIV/AIDS called for a steady scaling-up of global HIV financing to ensure the annual mobilization by 2005 of at least $7 billion to $10 billion.

47. In the past five years, the world has mobilized unprecedented resources for the global HIV response, achieving the financing target in the Declaration of Commitment by making an estimated $8.3 billion available for HIV programmes in 2005. The pace of increase in HIV resources has accelerated since the special session, with an average annual increase in resources of $1.7 billion between 2001 and 2004 compared with an average annual increase of $266 million between 1996 and 2000.

48. Among 25 countries in sub-Saharan Africa, domestic public sector outlays on AIDS increased by 130 per cent since the special session, reaching a total allocation of $640 million in 2005. Despite this increase, per capita AIDS spending remained low in those countries (roughly $0.65). The increase among middle-income countries outside sub-Saharan Africa in the same period was around 70 per cent and averaged $2.20 per capita in 2005, thus showing the potential of those countries to contribute a significant share of the AIDS budget from their own governmental sources.

49. The United States of America accounts for roughly half of all bilateral spending on HIV. Consistent with the provisions of the Declaration of Commitment, the Global Fund to Fight AIDS, Tuberculosis and Malaria was launched in

December 2001 and has rapidly become an important vehicle for mobilizing new resources for HIV. As at December 2005, the Global Fund had received $4.8 billion in actual contributions. Current grant agreements provide for approximately $2 billion in financing for AIDS programmes, including $1.2 billion that has already been disbursed. The World Bank has remained a key source of multilateral financing, having committed more than $2.5 billion to the end of 2005.

50. Substantially greater resources will be required in the future to place the world on track to reverse the epidemic by 2015 — $10.1 billion in 2007 and $22.1 billion in 2008. Unfortunately, the rate of increase in HIV funding appears to be slowing, underscoring the need for redoubled leadership and commitment on HIV to generate the level of resources required to finance an effective response.

Monitoring and evaluation

51. The mandate in the Declaration of Commitment for periodic reporting on progress underscores the importance of strong national systems for monitoring and evaluation. Although 61 per cent of reporting countries say national monitoring and evaluation improved between 2003 and 2005, nearly half (43 per cent) rate such efforts as average or below average. Half of the reporting countries have a national plan for monitoring and evaluation, with 13 per cent in the process of developing such a plan. Most countries are currently unable to disaggregate utilization data by gender or other demographic variables, preventing the accurate and timely monitoring needed to ensure equitable access.

IV. To 2010 and 2015: reversing the epidemic through an extraordinary response

52. The world is at a defining moment in its response to the AIDS crisis. Although the epidemic and its toll continue to outstrip the worst predictions, the foundation for an extraordinarily stronger and sustained response is largely in place. For the first time ever, the will and means needed to make real headway have been secured.

53. The AIDS response, however, cannot end in 2010, with the final milestones of the Declaration of Commitment, or in 2015, when the Millennium Development Goals expire. Rather, AIDS will demand exceptional global mobilization for at least the next generation. Each intervention, plan and programme established today must become the building block for sustainable, longer-term strategies to eventually free the world of AIDS.

Scaling up towards universal access

54. At the 2005 World Summit, world leaders committed to a massive scaling up of comprehensive HIV prevention, treatment and care services with the aim of coming as close as possible to the goal of universal access to treatment by 2010 for all who need it. The General Assembly then tasked UNAIDS with facilitating inclusive, country-led processes to develop strategies to move towards universal access. More than 200 country consultations and 7 regional consultations have so far been held. A global steering committee was convened to examine obstacles and potential solutions to be implemented at the international and country levels.

UNAIDS is submitting to the Assembly at its current session an assessment of the process to date, including the key obstacles to scaling up and recommendations for overcoming them (see A/60/737).

55. Accelerating the pace of implementation requires that all actors in the AIDS response embrace more efficient and better-coordinated approaches, guided by the "three ones" principle. As both the global response and the number of actors involved have expanded, the need for coordination and harmonization has become ever more pressing. All actors in the global response must commit to using every bit of available financing as efficiently and effectively as possible. Fragmentation, waste and duplication must be replaced by strategic focus, accountability and collaboration.

Strengthening capacity

56. Lack of human and institutional capacity is the single biggest obstacle to an effective response to AIDS in many developing countries, particularly in the most heavily affected countries, where the epidemic itself has dramatically undermined national resources. Addressing these capacity barriers is a precondition to making essential HIV services widely available. Because the poor principally rely on public services, strengthening public sector capacity is an overriding imperative in the global AIDS response.

57. Countries should actively explore innovative ways of extending existing resources as far as possible, including such avenues as twinning programmes, strategic partnerships and staff exchange programmes between institutions, and the sharing of technical expertise and experience with other countries. Donors should prioritize measures to build and sustain national capacity, helping countries to upgrade pay scales to prevent the loss of essential personnel and aiding countries in expanding the roles of all levels of health workers, household members, mid-level providers and community workers and people living with HIV.

Accelerating technological innovation and ensuring equitable access

58. Continued technological innovation is vital for the development of microbicides and other female-controlled prevention methods, new generations of drugs, and a preventive vaccine. Challenges ahead include the mobilization of substantially greater research financing, especially from the pharmaceutical and biomedical industries, and rekindling and sustaining passion among AIDS researchers to continue the drive towards effective vaccines, microbicides and, ultimately, a cure for HIV infection. While the world energetically pursues a stronger, better-financed research agenda, the systems and agreements that will guarantee wide and equitable access into the future need to be put in place. Governments should actively work with their national pharmaceutical industries and other stakeholders to reduce the price of medications and technologies for developing countries. They should also support operational research to inform and accelerate scale-up in countries.

Addressing the fundamental drivers of the epidemic

59. In addition to scaling up prevention and treatment programmes, long-term success on AIDS requires that the global community address the factors that increase vulnerability to HIV, such as poverty, illiteracy, economic and gender inequality and all forms of discrimination and social exclusion. To help reverse the epidemic, high priority should be given to poverty-reduction strategies, girls' education, women's economic opportunities and other basic reforms.

New ways of working

60. To generate the exceptional response demanded by this most exceptional global crisis, all actors in the global AIDS response must embrace new ways of doing business and new ways of working together.

An agenda of action for Governments

61. *Domestic AIDS agenda.* Countries must confront stigma and discrimination with active, well-funded communications programmes. With leadership from the national Government, all country-level stakeholders should agree on country-specific targets towards universal access and reach a consensus on a limited set of core indicators to measure progress. Countries should place priority on building sufficient monitoring and evaluation capacity to increase the transparency and accountability of the national response and to inform future decisions on national policies and programmes. Governments should increase their own investments in HIV programmes, and middle-income countries in particular must do their fair share of financing a strong national response.

62. *International AIDS agenda.* While developing countries, especially middle-income countries, should do more to finance the response to HIV, the world must look primarily to international donors to close the looming resource gap. Just as the launching by the United States Government of the President's Emergency Plan for AIDS Relief initiative and the birth of the Global Fund to Fight AIDS, Tuberculosis and Malaria helped to galvanize greater commitment of resources, donors must energetically move to place HIV funding levels on a higher plane to support a response capable of reversing the epidemic. In the quest to mobilize unprecedented sums for HIV programmes, all donors must do their part and avoid leaving the lion's share of financing to a small handful of donor countries.

63. To increase the certainty and sustainability of financing, donors should make multi-year financing commitments for HIV programmes. Donors must work to translate the "three ones" from aspiration to reality by aligning their assistance with nationally led strategies and by actively supporting unitary national systems for monitoring and evaluation. In ramping up HIV support, donors should prioritize measures to build and sustain national capacity, helping countries to upgrade pay scales to prevent the loss of essential personnel and aiding countries in expanding the roles of all levels of health workers, household members, mid-level providers, community workers and people living with HIV.

64. The high cost of second- and third-line antiretroviral regimens threatens the long-term viability of treatment scale-up. Donors should actively work with their

national pharmaceutical industries and other stakeholders to reduce the price of such medications for use in developing countries.

An agenda of action for civil society

65. In all countries, civil society must be an active participant in the development, implementation and evaluation of national and subnational HIV strategies. National HIV plans and coordinating bodies should take account of services delivered by community-based groups, and national budgets and donor assistance should include the provision of extensive capacity-building assistance to civil society organizations and networks. Provided with adequate resources, civil society can play a major role in monitoring the implementation and effectiveness of national efforts, including national success in achieving the time-bound targets of the Declaration of Commitment and agreed milestones along the road to universal access.

66. In many countries, networks of people living with HIV have played a critical role in reducing stigma, encouraging people to learn their HIV serostatus, promoting treatment awareness and literacy and building national commitment, but such organizations often lack needed capacity. At this stage of the global response, the challenge is to move beyond the tokenistic "involvement" of people living with HIV to ensure their active and meaningful participation in AIDS efforts. Faith-based organizations are also vital partners in the AIDS response and should seek out collaboration with Governments, AIDS service organizations, groups of people living with HIV and other actors.

An agenda of action for the United Nations

67. For the United Nations system, HIV poses a pre-eminent challenge. Consistent with the principles of reform, the United Nations joined with donors and other stakeholders 10 years ago to create the Joint United Nations Programme on HIV/AIDS, which unites under a single biennial budget and workplan the efforts of 10 United Nations co-sponsor agencies and a Geneva-based secretariat. The last two UNAIDS unified budgets and workplans have strongly emphasized improved coordination and coherence at the country level and enhanced technical support, including the creation of regional technical support networks to support rapid programme implementation and scale-up. In December 2005, the Secretary-General directed all United Nations country offices to create a new structure, a joint United Nations country team on AIDS, to focus on day-to-day operational issues to promote a single joint programme of support.

68. The United Nations has taken on the challenge of addressing HIV in its own workplace. In line with its reform effort, the United Nations system has endorsed a strategy to move towards a joint workplace programme on HIV/AIDS, "UN cares", based on the International Labour Organization code of practice on HIV/AIDS and the world of work. United Nations staff living with HIV have formed an informal group to give voice to the issues affecting those living with HIV and working within the United Nations system.

69. In March 2005, a global task team, comprising more than 55 Governments and organizations and facilitated by UNAIDS, launched an urgent 80-day process to develop recommendations to improve coordination in the multilateral system and to streamline, simplify and further harmonize multilateral action on HIV, with the aim of promoting strong country-led responses and reducing national burdens associated

with external aid. The global task team recommended implementation by the United Nations system and the Global Fund of a common problem-solving mechanism to assist countries in overcoming bottlenecks and obstacles to scale-up, clarification of the division of labour among multilateral institutions for the provision of technical support and enhanced financing for technical assistance.

70. The United Nations is contributing to the success of the Global Fund by helping scores of countries to develop evidence-based funding proposals. Responding to the shortage of technical resources, UNAIDS is in the process of establishing regional technical clearing houses throughout the world. Normative guidance and technical support by WHO is accelerating treatment scale-up by enabling countries to implement simplified treatment protocols for a public health approach to antiretroviral therapy. In moving forward, the United Nations should build on these encouraging successes by bringing its unique value to bear in contributing to the scaling-up of AIDS programmes worldwide.

V. Conclusion

71. **The 2001 special session of the General Assembly on HIV/AIDS will endure as a landmark in the world's efforts against the AIDS crisis. World leaders drew public attention to the exceptional challenge to human life and dignity posed by the global AIDS epidemic and, in their Declaration of Commitment on HIV/AIDS, unanimously committed to mounting an exceptional response. As a result, significant progress has been made at every level of the response. The comprehensive review of the Declaration and high-level meeting to be held from 31 May to 2 June 2006 is a critical opportunity for world leaders to chart a way forward so that the goals and vision of the Declaration are achieved in their entirety and so that an exceptional response is sustained into the future. This leadership commitment is the key to ultimately putting an end to AIDS.**

Notes

[1] United Nations publication, Sales No.01.III.B.1.

[2] "The global impact of scaling up HIV/AIDS prevention programs in low- and middle-income countries", Mercer A., Bertozzi S., Gutierrez J. P., Walker N., Stanecki K. A., Greener R., Gouws E., Hankins C., Garnett G. P., Salomon J., Bloomfield J. T., De Lay P., Ghys P. D., *Science Express*, vol. 311, No. 5766, 2 February 2006.

[3] The Global Coalition of Women against AIDS, the Association of First Ladies of Africa and the Global Business Coalition all seek to reduce vulnerability and improved access to prevention, treatment and care services.